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ABSTRACT

The limited-English proficient (LEP) population in California is growing, as a result of birth rate and immigration patterns; the minorities with the most limited-English proficient persons--Hispanics and Asians--are growing the most rapidly. Groups with the greatest number of LEP persons typically fall behind the English-speaking majority in terms of functional competencies, educational performance, and economic independence. Nationwide research and evaluation results indicate that LEP persons' access to and performance in vocational training and the job market can be improved through educational programs. The research suggests a four-point approach: (1) language and cultural barriers must be dealt with in vocational training programs; both bilingual method and all-English instruction can be used to cope effectively with the special needs of LEP persons; (2) language and occupational instruction should be linked with vocational English as a second language (ESL), not general ESL, used as a language methodology; (3) complete delivery systems of instruction, program support, and administrative support should be developed; and (4) linkages of public and private resources as well as coordinated planning and implementation of programs should be developed. Recommendations are made to increase awareness, priority, and coordination in vocational training for LEP persons. These recommendations include forming a citizen task force, forming a multi-agency task force, designating specialized staffing for LEP-related activities, and merging service capacities of vocational education and language training programs. (The report contains complete analyses of 14 programs serving the LEP population in California and lists of funding sources, eligible program deliverers, and fundable activities.) (KC)

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HORIZON

AN OVERVIEW OF VOCATIONAL EDUCATION AND EMPLOYMENT TRAINING SERVICES FOR LIMITED-ENGLISH PROFICIENT PERSONS IN CALIFORNIA

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EXECUTIVE SUMMARY

Language-minority persons comprise a substantial portion of California's recent population growth. Those in this group who are limited-English proficient (LEP) often do not equally share in the benefits of education and employment. Access to vocational education and employment training programs, which are instrumental to successful participation in the economic system, often eludes them. The California Advisory Council on Vocational Education (CACVE) conducted this study in order to increase awareness of the educational needs of the limited-English proficient population. CACVE wishes to help address these needs by promoting increased priority for vocational services for LEP persons and by encouraging coordination of service delivery.

PART I

The Size and Growth of the LEP Population

The limited-English proficient population clearly is growing. Data from the public schools indicate that between 1977 and 1980, the size of the LEP population increased 39.5% in grades K–12.

Direct measures of LEP population size are not available for the State's population at large, but research shows a high correlation between the incidence of LEP persons and Hispanic or Asian ethnicity. Inferences about LEP population growth therefore can be made from data which measure the growth of ethnic populations. A comparison of the 1980 Census and the 1976 Survey of Income and Education indicates that while the overall State population increased 10% between 1976 and 1980, the white population increased only .7%, the Hispanic population increased 33.3%, and the Asian population increased 41.1%. Between 1967 and 1979, the public school population (grades K–12) decreased 8.2% overall. The white population decreased 26.2%, while the overall minority population increased 44.8%, including a 54.7% increase in Hispanics and an 89.9% increase in Asians (including Filipinos). The lower grades show still higher percentages of minority groups and lower percentages of Whites.

These changes in California's ethnic balance result from birth rate and immigration patterns. Whites comprised 65.5% of the State population in 1980, but only 56% of the births in the State in 1979. Conversely, Hispanics comprised 19.2% of the State population in 1980, but 27% of those born in California the year before.

In addition, California has received more than a third of the Indochinese refugees who have entered the United States in recent years. The California Department of Finance estimates that the State will have absorbed over 200,000 refugees before the end of 1981. Moreover, over 25% of all immigrants to the United States (only one-fourth of whom are refugees) traditionally settle in California. In 1980, the total number of immigrants to the U.S. is estimated at over 800,000. Undocumented immigrants probably arrive in at least the same volume. And over half of the immigrants who enter the U.S. each year (both documented and undocumented) speak Spanish.

The minorities with the most limited-English proficient persons—Hispanics and Asians—are growing the most rapidly. California's Hispanic population is already the largest in the country. Not only is it the group in the State with the highest birth rate, it is also the population group receiving the highest immigration inflow. The Asian population, also the largest in the country except for Hawaii, likewise is significantly expanding. The largest concentration of Indochinese refugees in the U.S. and the largest inflow of immigrants from other Asian nations assure that this group will continue to grow.

PART II

The Status of LEP Persons in California: Needs, Characteristics, Mandates, Unsolved Problems

The LEP population is by no means homogenous. Depending on his or her background, a particular LEP person may have a broad range of needs related to basic education, occupational skills, cultural background, language background, English proficiency, length of time in the U.S., age, and other factors. These qualitative needs express themselves more tangibly in statistics on educational, economic, and social assistance programs. The groups with the greatest numbers of LEP persons—including non-English Language Background (NELB) persons and ethnic minorities—typically fall behind the English-speaking majority in terms of functional competencies, educational performance, and economic independence.

In 1976, for example, non-English Language Background persons who usually spoke a language other than English at home (a group within which there are large numbers of LEP persons), were over three times as likely to be two years or more behind grade level than English Language Background (ELB) persons. Likewise, these NELB persons were three times more likely than ELB persons to have dropped out of school.

In California, LEP students consistently score much lower than fluent English-speakers on achievement tests for reading, written expression, and mathematics. Much higher percentages of LEP persons than fluent English-speakers failed the proficiency tests or course requirements for high school graduation.

As a final example, the California Adult Competency Survey revealed that the demographic group with the highest number of "performance deficits" on tests of functional abilities (i.e., with scores significantly lower than the total sample) was the NELB group.

Direct indicators of how limited-English proficient persons fare economically are not available. Statewide data on ethnic groups, however, demonstrate that Asians, and especially Hispanics, often face higher unemployment, higher incidence of poverty, have lower-skill jobs, and experience greater dependence upon social programs than non-minority persons. While the concentrations of Asians/Filipinos in AFDC, Medi-Cal, and unemployment insurance programs approximate their concentration in the statewide population, the concentrations of Hispanics are in all cases higher than their proportion of the statewide population.

In the last fifteen years or more, both statutes and court cases have called for educational innovations to assure equal opportunity for disadvantaged persons, including those with limited-English proficiency. But problems continue. Many vocational programs restrict access for LEP persons through minimum English requirements, and language classes that these people attend often do not relate to vocational training. Limited career counseling support and a lack of vocational teachers trained to instruct LEP persons add to these restrictions. Finally, confusion about identifying LEP persons and their needs, and failure to coordinate services to LEP populations prevent a comprehensive solution to the difficulties at hand.

PART III
A Framework for Problem Solution

Nationwide research and evaluation results indicate that LEP persons' access to and performance in vocational training and the job market can be improved. A large educational "bag-of-tricks" is available to design vocational programs for these people. The research suggests a four-point framework:

Tenet No. 1. Language and cultural barriers must be dealt with in vocational training programs.

Language barriers prevent communication essential to positive self-esteem and cognitive development. When positive self-image and cognitive development break down, students' motivation will be jeopardized and their performance will suffer. Cultural barriers, like language barriers, can prevent communication, diminish self-esteem, and lead to a conflict of norms that confuses students and restricts performance.

Both bilingual method (two languages of instruction) and direct method (all-English instruction) can effectively cope with the special needs of LEP persons. Bilingual methodology uses the student's language and culture as bridges to help learn new languages and subjects. Where students of multilinguistic backgrounds are in a single classroom, or where political or economic situations prevent it, use of bilingual methodology may not be feasible.

Direct method also may incorporate mechanisms which are sensitive to the linguistic and cultural barriers faced by students. These include practices such as matching teachers' vocabulary to the more simple vocabulary of LEP students, using English relevant to the specific needs of students (for example, job-specific or pre-vocational English), and integration of language content and subject-matter content into the same class and curriculum. Additionally, sensitivity to the learner's anxiety about humiliation and cultural denigration and awareness of potential parent/child cultural conflicts help provide a classroom which is supportive and "safe" for change, whether it is an English or vocational class.

Tenet No. 2. Language and occupational instruction should be linked.

There are four general models for linking vocational and language instruction: Vocational English-as-a-Second-Language (VESL) instruction coupled with concurrent bilingual vocational instruction; VESL instruction coupled with concurrent vocational instruction in English; VESL instruction followed by vocational instruction (usually monolingual English, conceivably bilingual); and VESL instruction coupled with occupation-related services. Variations are possible, depending on whether VESL is pre-vocational or occupation-specific, whether vocational instruction is provided in the classroom or on-the-job, and whether or not bilingual elements are used.

It is essential for the language being learned to relate to the occupational skills being learned or to the job market in general. Thus, the language and vocational instruction provide mutual reinforcement. Students learn English more easily because it relates to their specific needs of getting a job or succeeding in a vocational class.

Vocational ESL, not general ESL, should be used as a language methodology. By its nature VESL combines language and vocational instruction. Furthermore, VESL avoids the pitfalls of the abstract and less relevant structural and grammatical approach to English instruction. It provides situationally-oriented English instruction useful in the job market.

Vocational education methodology traditionally has proven effective in addressing the needs of populations who have been hard to reach academically. Its demonstration, hands-on, concrete-assignment approach not only relates greatly to the employment needs of the LEP population, but also is effective for instructing persons with limited-English-language skills.

Tenet No. 3. Complete delivery systems of instruction, program support, and administrative support should be developed.

Research and evaluation studies attest to the need for and effectiveness of support services that complement vocational and VESL instruction. Special approaches which compensate for language and cultural barriers are needed in outreach and recruitment, assessment, cultural orientation, basic and remedial education, job counseling, placement, and other support services for students.

In addition to services provided directly to the student, other services ensure that instructional and support personnel can adequately serve their clients. These include staff development, curriculum development, program and student evaluation, and planning and coordination.

Tenet No. 4. Linkages of public and private resources as well as coordinated planning and implementation of programs should be developed.

Agencies can provide more comprehensive services to their LEP students and can do so without the large amounts of additional funds needed to create new and costly technical capacities. They can provide the combined language and occupational skills needed by their students for successful employment by coordinating their existing service capabilities.

Research and development requires additional coordination. A comprehensive listing of research and development needs should be compiled, and joint sponsorship of projects should be encouraged to avoid duplication and to assure comprehensiveness of results.

The long-range cost-effectiveness of vocational training for LEP persons requires partnerships between the public and private sectors. Educators should solicit employer involvement, using incentives where necessary. They should seek input from business and industry on the occupational areas in need of trained workers, and on the occupational areas in need of trained bilingual workers. Program designs should incorporate industry advice on the occupational and language skills needed for specific occupations. The private sector can thus assure that training realistically relates to jobs and incorporates technological advances. Employers also can aid placement, provide technical assistance, and assist materials development.

PART IV

Vocational Training for LEP Persons: An Overview of Current Programs in California

Programs currently operating in California address the needs of the LEP population within the framework described above. Fourteen California programs analyzed for this study all reflect to some degree the theoretical models described within Tenet 2 of Part III. All provide a range of support services, with special emphasis on job counseling. Four of the programs are clearly bilingual, while several others incorporate some elements of bilingual instruction, through bilingual materials, aides, or peer tutors. Coordination occurs to some degree in all programs studied; several integrally involve the private sector or other public agencies in their program implemention.

The various programs face similar problems, citing most commonly the difficulty of teaching persons of diverse English proficiency, education, and cultural background in the same classroom; lack of curricular materials; difficulty in coordinating English and vocational instruction; and difficulty of getting limited-English proficient persons into vocational classes because of minimum language prerequisites.

The programs also have implemented similar changes. Most have increased the individualization of their coursework and have changed from structural ESL to vocational ESL. They have increased emphasis on speaking and listening skills, and have increased coordination between vocational and language components.

Appendix A contains complete analyses of all fourteen programs.

PART V

Sources of Funding

Part V discusses forty-two funding sources which provide vocational education and employment training services to limited-English proficient persons. The analysis lists research and development funds available on a competitive basis, as well as those funds which are allocated by formula. The purpose of the analysis is to provide program personnel with information about funds and services available within different agencies and program deliverers, so that coordination of these various resources can take place.

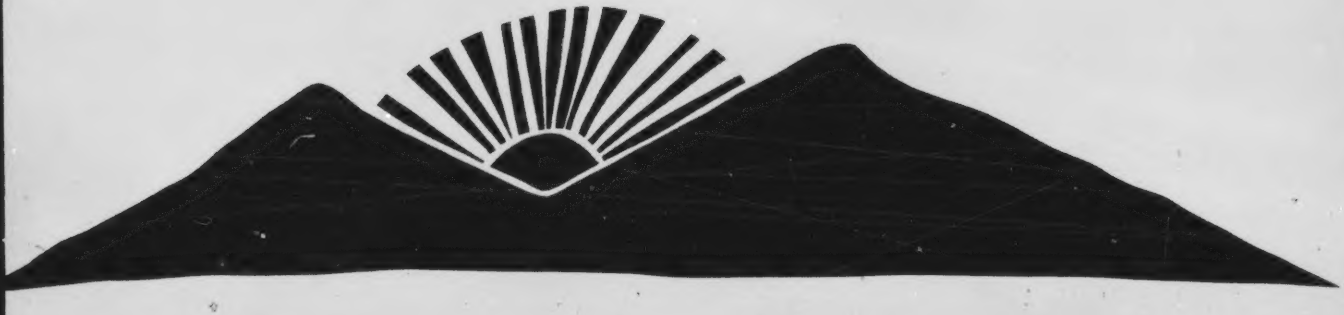
Appendix B lists funding sources, eligible program deliverers, and fundable activities.

RECOMMENDATION HIGHLIGHTS

OVERALL OBJECTIVE:	Increase awareness, priority, coordination in vocational training for LEP persons
To: EXECUTIVE/LEGISLATIVE POLICY LEVEL	FORM CITIZEN TASK FORCE, charged with: • Policy review • Formation of data base —to measure population size and needs —to evaluate programs • Devising strategies for coordination of funds and service delivery • Assuring legislative priority for vocational services to LEP persons
To: ADMINISTRATIVE AGENCY POLICY LEVEL	FORM MULTI-AGENCY TASK FORCE, charged with: • Devising strategies for coordination of fund delivery and interconnection of service capacities • Formation of data base —to measure population size and needs —to evaluate programs • Formation of research and development clearinghouse
To: ADMINISTRATIVE AGENCY OPERATIONS LEVEL	DESIGNATE SPECIALIZED STAFFING responsibility for LEP-related activities: • Coordination of state efforts through inter- and intra-agency committees • Provision of technical assistance to local level —service and fund coordination —staff development • Coordination of research and development efforts
To: LOCAL POLICY AND OPERATIONS LEVEL	MERGE SERVICE CAPACITIES • Recognize effectiveness of vocational education • Remove barriers to vocational training enrollment, especially language prerequisites • Provide incentives for specialized teacher training • Elicit input from LEP community in program planning

HORIZON

AN OVERVIEW OF VOCATIONAL EDUCATION AND EMPLOYMENT TRAINING SERVICES FOR LIMITED ENGLISH PROFICIENT PERSONS IN CALIFORNIA



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Y. SOLIS, M.A.

INTRODUCTION

The 1980 Census indicates that California's population grew ten percent over the last decade while many other states lost population. This population growth has generated one of the country's most vigorous scenes of economic activity and productivity. This study shows that significant segments of California's population growth occurred among the ethnic minorities that contain the greatest proportions of limited-English proficient persons (LEP)—Hispanics and Asians. Population growth among these language minorities not only has boosted economic activity, but has added a cultural richness to the State's social fabric that makes California unique in the United States.

However, increasing numbers of limited-English proficient persons in these minority groups face many obstacles to successful participation in the State's economy. Educators must turn some attention to the needs of limited-English proficient persons for vocational education and employment training-related services. They must initiate responsible and responsive action now to assure LEP persons equal opportunity of access and performance in education and the job market. This will help integrate LEP persons into the English-dominant economic network in California. It will also ensure that the integral cultural and linguistic backgrounds of these language minorities will complement and continue to build the already rich cultural composition of the State.

This study explores the needs of limited-English proficient persons for vocational education and employment training services. It illustrates that limited-English proficient persons have a distinct set of language-related barriers to success in education and training. The report emphasizes that programs which serve these populations must be aware of the language barriers and contain components to remove them.

A wide spectrum of approaches—a sizable educational "bag-of-tricks"—is available to do this. Current evaluative research does not conclusively support the superior effectiveness of any one approach over another in all teaching situations. What appears most important is that program operators conduct any approach they do use in a culturally sensitive and linguistically-aware manner.

A later portion of this text will discuss the approaches that tend to best produce sensitivity and awareness. For example, while this study discusses some of the strengths of bilingual approach in vocational education, it does not advocate that bilingual vocational education is the only way to deal with the vocational needs of LEP persons. It is, rather, a method that has proven to be very effective in some circumstances, and that certainly merits examination during the design of a program. There are, however, other situations where a direct all-English teaching approach may be equally or more appropriate.

A joint report of the U.S. Department of Labor and the U.S. Department of Health, Education and Welfare stated the issue in 1977, remarking on the status of vocational education for the limited-English proficient:

"There is no [one] formula for successfully preparing people with language barriers for employment. Techniques vary with the language involved, the cultural background, . . . etc." That tenet serves as a premise for this study. The strategy which will be appropriate for a given program situation is relative to:

a. the specific needs of the particular persons or group being served;
b. the goals of the program, institution, and client group; and
c. the resources and time available for program implementation.

This report describes the size and growth of the LEP population in California. It also documents the magnitude of education- and employment-related problems that these people face. It explores the complex array of characteristics and needs which distinguish the many subgroups within this special population. A review of current research and evaluation literature provides a theoretical perspective on strategies and activities to address the problems and needs described. An examination of fourteen California vocational programs describes delivery system models and specific strategies currently being applied to the language and occupational problems of the limited-English proficient. This is complemented by a listing and analysis of major public funding sources that support various activities defined in the literature review. Finally, the report lists recommendations for needed additions and changes in this program area.

Study Methodology

The study was conducted under the guidance of the Special Populations Committee of the California Advisory Council on Vocational Education. In addition, a statewide panel of program and policy experts in the area of vocational-related services to LEP persons met twice as a steering committee (see Appendix C for list of members). The steering committee met the first time at the beginning of the project to orient research efforts. After research and analysis were completed, the committee met a second time to evaluate the report draft and to discuss data synthesis, recommendations and follow-up strategy.

Quantitative data for the sections on population size and growth and on education and employment training needs were collected from existing data sources. Study staff contacted federal and state agencies, and local agencies in the five major metropolitan areas in California. Population censuses and surveys, program enrollment and performance data and special studies were requested and analyzed.

The theoretical framework evolved from research and evaluation material available at local, state, national, and international levels. Staff initiated Educational Resources Information Center (ERIC) and library searches, and contacted agencies providing related services for pertinent studies. Over a hundred theoretical documents were examined.

A search of the Catalog of Federal Domestic Assistance and the correspondent State index identified funding sources which provide resources for serving vocational needs of LEP persons. Staff collected additional information and verified all information through personal or phone contact with federal and state agency representatives.

California programs selected for analysis were chosen through consultation with Advisory Council members, the study's steering committee, the members of the State Department of Education Vocational Education Unit Committee on Programs for the Disadvantaged, and educators in State and local positions. Program directors and instructors underwent three hours of structured interview and provided answers to thirty pages of questions.

Other materials in the study, such as descriptions of LEP qualitative characteristics and lists of problems encountered by LEP persons in education and employment, came from a combination of the above sources.

All data collection procedures and instrumentation were designed and carried out by CACVE staff.

Limitation of Focus

This report intends to provide many things to different people. It includes descriptions of problems and solutions that can help policy makers set priorities or develop rationales for fund expenditure. It also provides information on resources and program models to assist program operators who wish to provide services. As a whole, this document presents a comprehensive overview of an increasingly important issue in California. Policy makers and program operators alike can enhance their awareness and ability to deal constructively with the needs of the limited-English proficient population through use of the information in this report.

While the study assumes as broad a perspective as possible in looking at needs of and services for limited-English proficient persons, there are some limits imposed by the time and resources available. Fully bilingual persons and programs that serve them or that are designed to train persons for jobs requiring full bilingual language skills are not focused on here. Nor does the study address persons with baccalaureate-level or higher training, who need services to supplement education high on the "career ladder". What is in focus here is the broad diversity of limited-English proficient persons who need low- to mid-range career training: basic language and mathematical skills; general, prevocational and occupation-specific English-as-a-Second-Language (ESL) courses; counseling about work habits and attitudes; job-search counseling and placement; and occupational skills for entry into semi-skilled and skilled jobs.

Public funds primarily have financed the development of vocational training for LEP persons. All programs and resources discussed in this report are in the public sector. Programs oriented specifically to training LEP persons are not readily apparent in the private sector, though a concerted effort to locate them was not made.

The analyses of programs included in this study are descriptive. While programs were selected on the basis of whether their processes conformed to the theoretical tenets in Part III, the effectiveness of those processes were not measured. Data from some of those programs clearly indicate that the programs are effectively serving their clients. Other programs are too new to have collected adequate evaluation data to measure their effectiveness. Therefore, the inclusion of programs in this study does not necessarily constitute an endorsement of the effectiveness of those programs. Rather, CACVE believes that the processes being used by these programs are well worth looking at, since they are based on state-of-the-art theoretical principles.

Limitation of Data

The study contains the best and only data available on LEP population size, growth, and needs. These data, nonetheless, leave much to be desired. Except in grades K–12, it is necessary to infer LEP population growth patterns from data on ethnicity. Though there is evidence of a high correlation between certain ethnic groups and LEP status, LEP growth trends are, nonetheless, **inferred.** Therefore, this study will project no number of LEP persons for future years.

While available data may not allow precise quantification, they do afford an opportunity to clearly discern trends. Some of the data used here from different sources and different points in time may not be strictly comparable from a purist's point of view. From a common sense point of view, however, the statistical descriptions and comparisons included here clearly indicate changes in population patterns which demand farsighted educational planning and immediate efforts in programming.

The text explains the specific limitations of individual data sets as they occur.

Working Definitions

Education and training for limited-English proficient persons is both complex and controversial. Strong emotions arise when conversations focus on bilingual approach, English-as-a-Second-Language, and other issues. Not the least part of those emotions result from lack of understanding of what terms mean. Inconsistent use of terminology by researchers, policy makers, educators, and others aggravates the situation. In order for this work to be more understandable, the text consistently uses the following working definitions.

Vocational Education or Vocational Training —Used interchangeably in this report. It refers to education designed to train someone for a specific vocation. It includes all non-baccalaureate vocational education and employment training provided by the K–12 system, including secondary and adult schools and Regional Occupational Programs/Centers (ROP/Cs); by the community colleges; by CETA prime sponsors and community-based organizations; and by private schools and private enterprise. Vocational training occurs by way of classroom instruction, on-the-job training (OJT), or work experience education. It can prepare people for entry-level jobs, or it may address retraining or upgrading.

Vocational Education and Employment Training-Related Services Includes the vocational training explained above, but also includes career awareness and exploration activities, career/vocational counseling, vocational evaluation and assessment, basic skills instruction, English language instruction, cultural orientation, job counseling, job placement, job follow-up, and other supportive services designed to remove barriers to employment.

Limited-English Proficiency (LEP)—Difficulty in reading, writing, speaking, and understanding English to the extent that a person cannot benefit from educational situations dominated by English language activity.

Limited-English Speaking (LES)—Often used interchangeably with LEP, but in its strict interpretation only refers to one of the language functions (speaking). **Persons with limited-English Speaking Ability (PLESA)** is an earlier form of LES, which is gradually fading from usage.

Non-English Proficient (NEP)—Refers to persons who have no English proficiency in any of the language functions. This study includes NEP as a subgroup of LEP persons, and, unless otherwise specified, where LEP is used the reference is actually to all LEP and NEP persons.

Non-English Speaking (NES)—Often used interchangeably with NEP, it only refers to one language function (speaking).

Non-English Language Background (NELB) and English Language Background (ELB)—Classifications developed by several federal studies to identify persons of language minority background. The Survey of Income and Education, for example asked "What language did you usually speak as a child?" to count persons of non-English language background. NELB statistics do not address the question of current English proficiency, however; only a relatively small and undetermined number of NELB persons are currently limited-English proficient.

Bilingual—Two languages.

Bilingual Approach or Mode or Instruction or Education—An instructional approach which uses *two* languages as mediums of instruction, English and the primary (or "first" or "mother") language.

Bilingual Vocational Training—As defined by the federal Vocational Education Act (VEA), an approach to vocational education in which vocational instruction is provided bilingually, and where vocational instruction is complemented by concurrent English as a Second Language instruction.

Direct Method—Use of English as the sole instructional medium.

General English as a Second Language (GESL, ESL)—English taught to persons whose primary or first-learned language is other than English. Usually taught using a structural or grammatical approach.

Vocational English as a Second Language (VESL)—Teaching of English that specifically relates to job-related situations and to the language functions needed within job situations. It uses a situational or notional/functional approach to teaching.

Pre-vocational VESL—Teaches language skills needed to obtain a job (interviews, etc.) and function in general job situations (conversational skills, work habits and attitudes, etc.)

Job-specific VESL or occupation-specific VESL—Used interchangeably. Teaches the language particular to a specific occupation: for example, welding or electronics assembly.

Local Education Agency (LEA)—Public education agencies operating at the local level.

Includes agencies in the K–12 system—elementary, secondary, adult schools, and Regional Occupational Programs/Centers (ROP/Cs)—and community colleges.

Community-based Organizations (CBOs) — Organizations operating at the local level to serve the needs of particular populations within their communities.

Vocational Education Act (VEA) —Federal legislation which has provided approximately $60 million in federal vocational education money to California each year.

Comprehensive Employment and Training Act (CETA) —Federal legislation which provides federal employment training money to local Prime Sponsors and to certain State-level agencies.

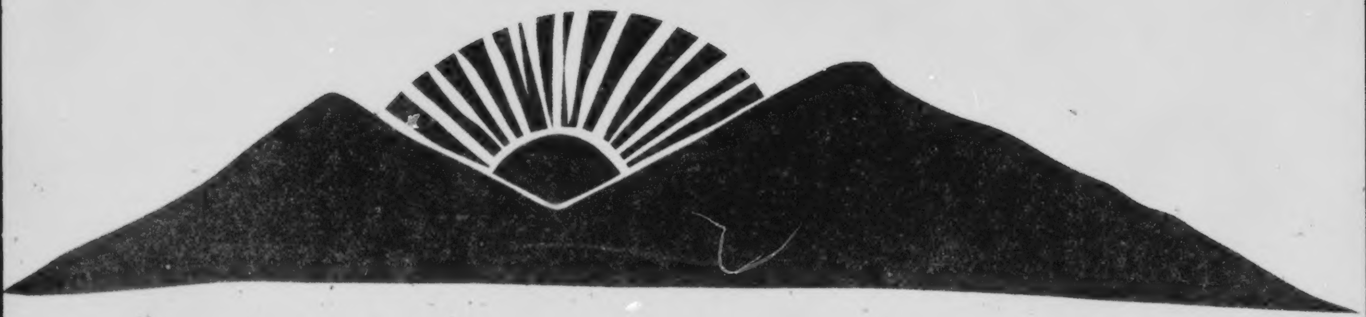
Indochinese Refugee Assistance Program (IRAP) —Federal legislation providing assistance to aid resettlement and adjustment of Indochinese Refugees. Refugee Assistance Act of 1980 continues these efforts.

(A glossary of acronyms, located at the end of the Appendices, lists other acronyms used in the text.)

HORIZON

BACKGROUND INFORMATION

I. Population Size
II. Needs and Problems



PART I
THE SIZE AND GROWTH OF THE LEP POPULATION

A variety of sources indicate that many LEP persons live in California and that their numbers are rapidly increasing. Several factors contribute to this:

- The proportion of ethnic minorities in California has grown significantly.
- Language and ethnic minorities have higher birth rates and younger average ages than do English-speaking Whites.
- Immigrants to California continue to come from non-English backgrounds. These include large numbers of Spanish-speaking immigrants and substantial numbers of Indochinese refugees.

Though available data are imprecise, one thing is clear: the impact of limited-English speakers in this State is substantial and growing.

Direct Measures of the LEP Population

Statewide Data

Though the number of limited-English speaking persons in California is growing, the magnitude of the growth is difficult to discern. Reliable and comprehensive data which directly document the size and growth of the statewide LEP population aren't available. The 1970 Census didn't address the question of current language proficiency. Data from the 1980 Census, which does address the issue, won't be available until 1982. Even then, there will be no base-line data from which to document increase in size.

Two federally-sponsored studies, the Survey of Income and Education (SIE) in 1976 and the Children's English and Services Study (CESS) in 1978, were designed to measure the size of the limited-English proficient population. The data from both studies, however, have been little used by State-level educators in California.

The SIE used sample-based self-identification questions to identify limited-English proficiency. But even at the national level, educators did not consider these questions to be reliable as English proficiency indicators. However, data from the study did indicate that 5.2 million people (25% of California's population in 1976) were persons with non-English language backgrounds (NELB). Of these, 1.1 million were of school age (6–18), and 878,900 persons were within the 5–14 age range.

The CESS tested a sample of persons, age 5–14, throughout the United States in order to determine the size of the LEP population within that age group. According to CESS results, there were 594,000 LEP persons between the ages of 5 and 14 in California in 1978. This number was based on a sample. However, California Department of Education data, based on a complete student census, indicated there were less than half that number of LEP persons in the entire K–12 system. Because of this, the CESS figures have not been used in California.

There is also a population projection study currently being completed under a contract with the National Center for Educational Statistics which builds upon the SIE and CESS, as well as upon the 1970 Census and the 1979 Current Population Survey. Its purpose is to project numbers of LEP persons to the year 2000 who may need extra education services. The population projections for California are for 5–14 year-olds only, are based on sampling, and are so much higher than the numbers indicated by test-based school census data that their use at the State policy level also is doubtful.

Table I-A lists the counts and projections provided by these data sources. The 1976 column illustrates the divergence between the various counts. While the California Department of Education, in a test-based complete enrollment census in 1976 counted 290,000 LEP students, the CESS, a test-based sample,

TABLE I-A
COMPARISON OF LEP POPULATION COUNTS BY SELECTED DATA SOURCES, 1976–2000

Data Source	*Collection Approach*	*Age Group Studied*	*POPULATION COUNTS AND PROJECTIONS*			
			1976	*1980*	*1990*	*2000*
California State Department of Education	Census of all students; proficiency test-based	K–12 public schools	290,000	325,748	500,000 *	
CESS	Sample reliable at State level for California; proficiency test-based	5–14 only	594,000 **			
NCES LEP-Projection Study	Analysis of sample-based SIE, CESS, and CPS data	5–14 only	609,900	580,600	712,900	902,500

* Projected
** Count for 1978
SOURCES: 1) California Department of Education Language Census, 1976 and 1980
2) "Education for Limited-English Speaking and Non-English Speaking Students—Part II", July 1978 (California Department of Education)
3) CESS, 1978
4) Projection of Limited-English Proficient Persons in the U.S. (unpublished figures from NCES, March 1981)

counted well over twice that many LEP persons among only the 5–14 age group for two years later, Spring of 1978. The NCES Study, an analysis of sample-based data that is partially test-based and partially self-identification based, counts even a higher number of 5–14 year-old LEP persons in 1976. Though it is conceivable that students not in public schools and dropouts account for some of the increase over the Department of Education total, no clear explanation exists for the great difference between the sample counts and the census counts. Two plausible explanations are sampling error in the CESS and SIE, and different cut-off levels used to define "limited"-English proficiency among the various data collection efforts.

Even when the 1980 Census data on limited-English proficient persons are available, all data needs may not be met. The 1980 Census measured English proficiency through self-identification questions similar to those on the SIE. Respondents were asked to rate themselves on a scale of "very well" to "not at all" as to their speaking abilities in English. The extent to which such measures are accurate indicators of English proficiency is debatable.

LEP Students in California Schools, Grades K–12

Although a complete statewide count of LEP persons is not available, the most reliable data on the size of any LEP sub-population is that collected by the California Department of Education Bilingual Education Unit on students in grades K–12. The Language Census, conducted yearly, identifies limited- and non-English speakers on the basis of proficiency testing.

Table I-B indicates that the LES/NES population has increased steadily over the period 1977–80. There were 325,748 LES/NES students in grades K–12 in 1980, 92,304 or 39.5% more than three years before. (Not considered here are persons of student age who are not enrolled in public schools.)

TABLE I-B
NUMBER OF LES/NES STUDENTS ENROLLED IN GRADES K–12, 1977–80

	1977	*1979*	*1980*	*% Increase 1977–80*
Number of students	233,444	288,427	325,748	39.5%

SOURCE: California Department of Education Language Censuses 1977–80

Table I-C indicates that urban areas have the highest concentrations of LES/NES students. Over half of all LES/NES persons are located in Los Angeles County. Almost 75% of all LES/NES persons are in the six most densely populated metropolitan areas in the State: Los Angeles, Orange, San Diego, Santa Clara, San Francisco, and Alameda Counties. Though data on the size and location of the adult LEP population are not available, the LES/NES K–12 data provide a basis for inferring that most adult LEP persons also live in urban areas. It is reasonable to assume that children who have limited-English proficiency have parents who are limited-English proficient and that both children and parents all reside in the same place.

TABLE I-C
HIGHEST CONCENTRATIONS OF LES/NES STUDENTS IN GRADES K–12, 1980

County in rank order	*Total # LES/NES*	*Percent Spanish*	*Percent Asian*	*Percent Other*	*Percent of Total LES/NES in State*
Los Angeles	166,933	83.9	10.7	5.4	51.2
Orange	22,947	68.3	25.1	6.6	7.0
San Diego	19,535	79.7	15.7	4.6	6.0
Santa Clara	14,159	62.1	25.8	12.1	4.3
San Francisco	10,251	27.2	54.7	18.1	3.1
Alameda	9,067	49.6	38.2	12.2	2.9
San Bernardino	8,327	88.7	6.0	5.3	2.6
Riverside	8,146	94.4	3.6	2.0	2.5
Ventura	6,798	91.7	4.7	3.6	2.1
Fresno	5,791	88.8	3.7	7.5	1.8
San Mateo	5,468	62.7	21.2	16.1	1.7
Imperial	5,178	99.5	.4	.1	1.6

SOURCE: California Department of Education Language Census, 1980

Table I-D lists the ten most commonly spoken primary languages among California's K–12 LEP students, though dozens of languages besides these are in evidence. Over 78% of all LES/NES students speak Spanish. Together, those who speak Spanish and Asian languages account for 93.1 percent of all LES/NES persons in grades K–12. As with geographic location, it is likely that the distribution of adult LEP languages follows patterns similar to the K–12 patterns.

Enrollment data for other State-level education programs provide little information on the size of the LEP population. Unlike the K–12 system where attendance is mandatory, other programs have voluntary enrollment. Increased enrollment in these programs could be due to greater awareness of services or to better program access rather than to

TABLE I-D
MOST COMMON LANGUAGES SPOKEN BY LES/NES STUDENTS IN GRADES K–12, 1980

Language in rank order	*Number of LES/NES students*	*Percent of total LES/NES population*
Spanish	257,033	78.9
Vietnamese	14,018	4.3
Cantonese	10,174	3.1
Korean	6,599	2.0
Filipino/Tagalog	6,658	2.0
Japanese	2,713	0.8
Lao	2,652	0.8
Mandarin	2,298	0.7
Portuguese	2,230	0.7
Cambodian	1,071	0.3
All others	20,302	6.2
ALL LANGUAGES	325,748	100.0

SOURCE: California Department of Education Language Census, 1980 increased population size. In addition, the data collection systems of other programs either produce duplicated counts or collect data on LEP persons using identification techniques of questionable reliability.

Despite this, data collected by the California Department of Education Adult Education Unit **do** indicate a significant increase in demand for services that is probably connected to growth in the LEP population. The number of adults enrolled in federally-supported English-as-a-Second-Language classes in 1978–79 was 109,003. In 1979–80, over 147,000 persons were enrolled, representing a 35.1% increase in enrollment.

Indirect Measures of the LEP Population

The only current data which indicate to some extent the statewide LEP population growth are data on ethnicity. This is because LEP persons generally belong to ethnic minorities. In 1979 the California School Finance Reform Project and the California Association for Bilingual Education found a strong correlation between ethnicity and LEP status. In examining enrollment in K–12 schools throughout California counties, they found that the percent of LES/NES students was highly correlated with percent of Hispanic students ($r = .91$) and percent Asian students ($r = .31$). They further determined that at the time of the analysis approximately 25% of Hispanic students and 17% of Asian students were LES/NES. These correlations and proportions may not be reliable for extrapolating the number of LEP persons to other age groups. Nor may they provide an index of relationship constant over time, since birth rates and immigration patterns fluctuate. Yet they do underscore the fact that ethnicity data validly relate to the incidence of LEP persons within a population.

In the absence of data which **directly** measure the size of the total LEP population of California, then, it is impossible to precisely gauge size or to project growth of that population. It is still possible, however, to substantiate that growth has taken place and will continue. The data sets that lend themselves to this task include 1980 Census figures on ethnicity compared with the SIE and "special censuses"; enrollments of ethnic minority persons in education programs throughout the State; information on births by ethnicity; and data describing recent and expected long-term immigration patterns.

This study analyzes information on Hispanics and Asians only. (The following tables, therefore, do not add to 100% of the population.) Though American Indians occasionally experience language problems which include them in the limited-English domain, American Indians make up a very small portion of the K–12 LES/NES population (.1% in 1979). The language needs of black students is another area that merits investigation, but falls outside this analysis. It should, in fact, be treated as a unique cultural, linguistic, and dialectal situation, different from the situations of language minorities with relatively recent extra-U.S. origins.

1980 Census Data on Ethnic Distribution

1980 Census figures at the State level which list persons of Spanish origin as a discrete category are not yet available. Data available now list persons of Spanish origin among one of the other races. At the national level,

TABLE I-E
GROWTH IN STATEWIDE POPULATION BY SELECTED ETHNIC GROUPS, 1976–1980

Ethnic Group	*SIE—1976*		*1980 Census*		*Percent Increase of Ethnic Group*
	Number	*% of Total*	*Number*	*% of Total*	
Total Population	21,522,000	100.0	23,668,562	100.0	10.0
White	15,393,000	71.5	15,505,348	65.5	.7
Hispanic	3,409,900	15.8	4,543,778	19.2	33.3
Asian	801,800	3.7	1,131,305	4.7	41.1

SOURCES: 1) 1976 SIE, adjusted by California Department of Finance to include persons institutionlized and on ships.
2) Calculations based on data released by California Department of Finance, State Census Data Center.

where Hispanic and other ethnic backgrounds are listed discretely, 56% of all persons of Spanish origin classified themselves as White while 40% identified themselves as Other, and 2.7% identified themselves as Asian. These national-level percentages were used to break out correspondent State-level proportions of the races, so that Spanish origin would not overlap with the other ethnic groups. While this extrapolation from national to state figures may not be exact, California has over a third of the Hispanics in the country. Hispanic Californians thus have a high impact on national-level statistics, which makes more than a minor error unlikely. These adjusted data permit an examination of increases among ethnic groups in California over the late 1970's.

Table I-E indicates that while the overall State population increased 10.0% between 1976 and 1980, the white population increased only .7%. In contrast, the Hispanic population grew 33.3% and the Asian population grew 41.1%. Whereas Whites previously comprised 71.5% of the population, they now make up only 65.5%. Hispanics and Asians increased their proportionate distribution, changing from 15.8% and 3.7% respectively in 1976 to 19.2% and 4.7% in 1980. It is clear that the ethnic balance in the State is changing. Furthermore, this marked change is due to growth among Hispanics and Asians, the two groups that have the highest incidence of limited-English proficient persons.

Comparison of the 1980 Census data with "special census" data compiled for Santa Clara, Orange, and San Diego counties exhibits similar patterns (Table I-F). In all cases,

TABLE I-F
PROPORTIONATE CHANGE IN POPULATION SIZE BY GEOGRAPHICAL AREA AND SELECTED ETHNIC GROUP

	Santa Clara		*Orange*		*San Diego*	
Ethnic Group	*1975*	*1980*	*1976*	*1980*	*1975*	*1980*
% Hispanic	11.6	17.5	6.5	14.8	7.4	14.8
% Asian/Filipino	3.5	7.2	1.5	4.1	2.1	4.4
% White	76.8	68.9	79.5	78.1	80.7	73.1

SOURCES: 1) "Special Census" data provided by county planning offices in Orange, Santa Clara, and San Diego Counties.
2) Calculations based on data released by California Department of Finance, State Census Data Center.

there is an appreciable increase in the proportionate size of both the Hispanic and Asian populations—in most cases, a doubling of proportionate size. In all cases there is a decrease in proportionate size of the white population. In San Diego and Orange Counties, data collection approaches may have understated the size of minority populations in 1975–76. (Minority households often have more persons than white households, but ethnic proportions for the total population in these counties were based on the ethnicity of household heads only.) Nevertheless, it is reasonable to infer significant increases in Hispanic and Asian populations.

Ethnic Minorities Enrolled in Public Education

The K–12 enrollment figures (Table I-G) indicate that between 1967 and 1979 the ethnic balance in the public schools changed significantly. Whereas in 1967, 25.3% of the students were ethnic minorities, 40% of all students were minorities in 1979. The ethnic groups that increased the most were those that show the highest incidence of limited-English proficient persons. Hispanics increased from 616,226 or 13.9% of the school population in 1967 to 953,295 or 23.4% of the population in 1979, a growth rate of 54.7%. Asians and Filipinos increased from 121,596 or 2.8% of the population in 1967 to 230,873 or 5.7% of the population in 1979, a growth rate of 89.9%.

Examination of ethnic group distribution by grade level reveals that the trend seems certain to continue. Table I-H indicates that the lower grade levels exhibit higher concentrations of minorities and lower concentrations of Whites than does the entire K–12 population. As students in the lower grades advance to higher grades, and additional groups with further increased percentages of ethnic minorities and further decreased percentages of Whites enter the lower grades, the change of balance accelerates, and the proportion of ethnic minorities within the entire K–12 population continues to increase. The ethnic minority with the greatest increase at the lower grades, the Hispanic

TABLE I-G
STATEWIDE DISTRIBUTION OF STUDENTS IN GRADES K–12, BY SELECTED ETHNIC GROUPS, 1967–1979

Ethnic Group	*1967*		*1979*		*Percent of Change*
	Number	*Percent*	*Number*	*Percent*	
Total	4,431,995	100.0	4,068,020	100.0	−8.2
Total Minority	1,123,167	25.3	1,626,900	40.0	+44.8
White	3,308,828	74.7	2,441,120	60.0	−26.2
Hispanic	616,226	13.9	953,295	23.4	+54.7
Asian, Filipino	121,596	2.8	230,873	5.7	+89.9

SOURCE: California Department of Education Racial and Ethnic Survey, Fall 1979

Table I-H
STATEWIDE DISTRIBUTION OF STUDENTS IN GRADES K–12 BY GRADE LEVEL AND SELECTED ETHNIC GROUPS, FALL 1979

Grade	*Total*	*Total Minority*	*White*	*Hispanic*	*Asian*
K–3	1,157,204	45.6	54.4	29.1	4.4
4–6	925,643	40.5	59.5	23.7	4.3
7–9	949,725	38.7	61.3	21.8	4.1
10–12	941,805	34.2	65.8	17.7	4.3
K–12 Total	3,974,377	40.0	59.9	23.4	4.3

SOURCE: California Department of Education Racial and Ethnic Survey, Fall 1979

population, is the language minority which contains over three-fourths of all limited-English proficient students.

Indicators of LEP Population Growth: Birthrate among Ethnic Groups

Birth patterns in California underscore the likelihood of increasing percentages of ethnic minorities in the school system. Table I-I shows that 27% of all live births in the State in 1979 were Mexican Americans, 56% were White, and 3.8% were Asian or Filipino. The Whites comprised 65.5% of the State population in 1980, 10% higher than the proportion of births to that ethnic group the year before. Conversely, Hispanics comprised 19.2% of the State population in 1980, 8% lower than the proportion of Hispanic births the year before. Furthermore, while only 35.1% of non-Hispanic families in California have children under 18, 59.3% of Hispanic households have children under this age (California Disability Survey).

TABLE I-I
STATEWIDE NUMBER * OF BIRTHS BY SELECTED ETHNIC GROUPS, 1979

Ethnic Group	*Number*	*Percent of Total Births*	*Proportion of Total State Population, 1980*
Total Population	377,211	100.0	
White	211,131	56.0	65.5
Spanish surname or Mexican American	102,297	27.0	19.2
Asian/Filipino	14,239	3.8	4.7

* Births to California mothers out-of-state, estimated 1% of total, not included.

SOURCE: (1) California Department of Health Services, Center for Health Statistics
(2) 1980 Census

Los Angeles County, the most populated urban area in the State, and Santa Clara County, the fastest growing urban area in the State, show similar patterns (Tables I-J and I-K). In Los Angeles in 1978, of 117,889 births, 46,715 or 39.6% were Hispanic; 43,954 or 37.3% were White; 5,590 or 4.7% were Asian. The birth rate per 1,000 population was 16.6 overall, 11.4 for Whites, 18.2 for Asians, and 22.8 for Hispanics.

TABLE I-J
LIVE BIRTHS BY ETHNIC GROUP IN LOS ANGELES COUNTY, 1978

Ethnic Group	*Number of births*	*% of Total*	*Rate per 1,000 population*
Total	117,889	100.0	16.6
White	43,954	37.3	11.4
Hispanic	46,715	39.6	22.8
Asian	5,590	4.7	18.2

SOURCE: Los Angeles County Health Services Department, Bureau of Records and Statistics

In Santa Clara County in 1975, only 11.6% of the population was Hispanic; yet 25.4% of

TABLE I-K
POPULATION AND LIVE BIRTHS BY ETHNIC GROUP, SANTA CLARA COUNTY, 1975

Ethnic Group	*Population Size*	*Percent of total*	*Number of births*	*Percent of total births*	*Rate per 1,000*
Total	1,144,324	100.0	16,647	100.0	14.5
White	879,227	76.8	10,743	64.5	12.2
Hispanic	133,127	11.6	4,221	25.4	31.7
Asian	40,472	3.5	462	2.8	11.5

SOURCE: Santa Clara County Health Department, Office of Vital Statistics

all live births were Hispanic. While 76.8% of the population was White, only 64.5% of the live births were White. The birth rates per thousand population by ethnic group were 14.5 overall, 12.2 for Whites, 31.7 for Hispanics, and 11.5 for Asians.

In 1979, 55.7% of Hispanic births in California occurred to mothers 24 or younger while 46% of white births occurred to mothers of the same age (Table I-L). The median age among Hispanics is 22 compared to 30 for the population as a whole (California Disability Survey, California Department of Rehabilitation). The relatively large number of Hispanic women of child-bearing age, and the tendency to have children at an earlier age are among the reasons for a high birth rate among Hispanics.

Indicators of LEP Population Growth: Immigration Patterns

In recent years, the influx of Indochinese refugees to the United States in general and to California in particular has won increasing attention in the press and among policy makers. Since 1975 almost 500,000 Indochinese have settled in the U.S. According to the California Department of Finance, over 178,000, more than one-third of the total, have settled in California. Fourteen thousand refugees enter the U.S. every month; up to one out of three, 3,500–5,000 per month, enter directly to California. After initial settlement in one state, thousands of Indochinese join relatives in another state. An estimated seven out of ten of these "secondary migrations" are to California. The California Department of Finance estimates from current immigration patterns that California will have absorbed over 200,000 Indochinese by the end of 1981.

TABLE I-L
PERCENTAGE OF CALIFORNIA MOTHERS 24 YEARS OLD OR YOUNGER GIVING BIRTH IN 1979 BY ETHNICITY OF CHILD

Ethnic Group	*Number of Births to Mothers 24 or younger*	*Percent of Births in Ethnic Group*
White	85,878	46%
Hispanic	57,111	55.7%

SOURCE: California Department of Health Services, Center for Health Statistics

TABLE I-M
HIGHEST CONCENTRATIONS OF INDO-CHINESE IN CALIFORNIA, MARCH 1981

County	*Number of Indochinese*
Los Angeles	58,405
Orange	33,165
San Diego	18,581
Santa Clara	18,277
San Francisco	17,123
Alameda	6,864
Sacramento	6,036
All others	19,710
TOTAL	178,161

SOURCE: California Department of Finance, Population Research Unit

The Indochinese concentrate in the state's largest urban areas (Table I-M). Los Angeles houses 58,405 refugees, a number larger than the population of Indochinese settled in any of the other 49 states.

This immigration affects growth of the limited-English proficient population. A survey of states by the National Center for Educational Statistics in 1979 revealed that of 100,000 Indochinese school-age children in the U.S., 33% were in California. State officials estimated that 70% of these spoke no English and 25% were illiterate in their own languages. Those percentages were thought to be increasing as new groups of less urbanized refugees arrived. The California Department of Social Services, in a fact sheet released in August 1980, found that only 30 percent of the oldest members of refugee households spoke English in 1978. In 1979, however, the percentage had dropped to 16 percent.

The Indochinese influx is currently the most dramatic dimension of immigration to America. However, it is by no means the whole picture. Out of an estimated 808,000 total immigrants in 1980, only 28.7% were classified as refugees (Table I-N). Most immigrants enter under other legal categories, some under numerical limitations (those in one of seven "preference" categories), and others who are exempt from numerical limitation, especially those who reunite with their families.

A large percentage of all immigrants settle in California, both directly and through secondary migration. In 1977, of 462,315 immigrants admitted, 98,937 or 21.4% listed their intended state of residence as California (Immigration and Naturalization Service [INS] 1977 Annual Report). In January 1979, of 5,058,400 documented immigrants residing in the U.S., 1,316,909 or 26% lived in California (INS Alien Address Report, January 1979). Thus, over one-fourth of all immigrants to the U.S. settle in California.

TABLE I-N
IMMIGRANTS ENTERING U.S., BY COMPOSITE IMMIGRATION STATUS, 1980

Immigration Status	*# of Immigrants **	*% of Total*
Seven-category Preference System	290,000	35.9
Immediate relatives & other exempt	151,000	18.7
Refugees	232,000	28.7
Cuban/Haitians	135,000	16.7
TOTAL	808,000	100.0

* Estimates

SOURCE: Select Commission on Immigration and Refugee Policy, U.S. Senate

The contribution of immigration to California's population growth will steadily increase. The following trends support this:

- The U.S. is the world's largest receiver of refugees and immigrants for permanent settlement. In 1978, the U.S. received more than twice the number of all other countries combined (Teitlebaum, M. in **Foreign Affairs,** Fall 1980).
- International migratory pressure is increasing because of continuing technological inequality and population growth (Davis, K. in **Scientific American,** 1974).
- Documented immigration to the U.S. has been increasing steadily throughout the last several years: 1976—467,000; 1979—526,000; 1980—estimated 808,000 (Select Commission on Immigration and Refugee Policy, U.S. Senate).
- Documented immigration in the late 1970's is estimated to be 20–25% of all U.S. population growth. In 1978, documented immigration was estimated to account for 26% of population growth (Keely, C. in **American Demographics,** March 1980).
- Undocumented immigration is conservatively estimated to be at approximately the same net level as documented immigration (Teitlebaum).
- If the assumption about undocumented immigrants is accepted, net immigration is at the highest level ever experienced in American history. (Though documented immigration averaged 880,000 annually in 1900–1910, little known undocumented entry occurred.) The current low fertility of the U.S. population allows this net immigration flow to account for 40–50% of all annual U.S. population change (Teitlebaum).

These patterns have added significance for California because of the extent to which American immigration inflow is dominated by immigrants speaking a single foreign language—Spanish. In 1967–77, 35% of all documented immigrants to the U.S. were Spanish-speaking. The family reunification provisions in the law and the proximity of the U.S. afford numerous persons in this hemisphere the opportunity to enter into the U.S. As a result the number of documented immigrants from Western Hemisphere Spanish-speaking countries has steadily grown and has usually exceeded the regional ceiling (120,000). In 1979, only 30,000 of the 223,000 documented immigrants from the Western Hemisphere were not Spanish speaking (Teitlebaum). If, as estimated, 50–60% of all undocumented immigrants are of Mexican origin, and another percentage is from Central and South America, then over 50 % of the immigrants to the U.S. over the past decade have been from the Spanish-language group (Teitlebaum).

That immigration inflow to the U.S. will continue and increase, and that increasing numbers of immigrants will enter into or resettle in California appear likely. That an appreciable percentage of California's net growth will be a result of immigration is likely as well. That this population growth will increase the number of limited-English proficient persons in California is suggested further by data in Table I-O. It illustrates that 49.8% of all aliens listed as residing in California in 1979 were of Spanish-speaking na-

TABLE I-O
ALIENS RESIDING IN CALIFORNIA BY SELECTED LANGUAGE-BACKGROUND NATIONALITIES, JANUARY 1979

	Number	*% of Total*
All aliens residing in State ..	1,316,909	100.0
Aliens of Spanish-speaking nationalities	655,793	49.8
Aliens of Asian nationalities	339,014	25.7

SOURCE: Alien Address Report, U.S. Department of Justice, Immigration and Naturalization Service

tionalities and 25.7% were of Asian or Pacific Island nationalities.

Summary

The limited-English proficient population clearly is growing. Data from the public schools indicate that between 1977 and 1980, the size of the LEP population increased 39.5% in grades K–12.

Direct measures of LEP population size are not available for the State's population-at-large, but research shows a high correlation between the incidence of LEP persons and Hispanic or Asian ethnicity. Inferences about LEP population growth therefore can be made from data which measure the growth of ethnic populations. A comparison of the 1980 Census and the 1976 Survey of Income and Education indicates that while the overall State population increased 10% between 1976 and 1980, the white population increased only .7%, the Hispanic population increased 33.3%, and the Asian population increased 41.1%. Between 1967 and 1979, the public school population (grades K–12) decreased 8.2% overall. The white population decreased 26.2%, while the overall minority population increased 44.8%, including a 54.7% increase in Hispanics and an 89.9% increase in Asians (including Filipinos). The lower grades show still higher percentages of minority groups and lower percentages of Whites.

These changes in California's ethnic balance result from birth rates and immigration patterns. Whites comprised 65.5% of the State population in 1980, but only 56% of the births in the State in 1979. Conversely, Hispanics comprised 19.2% of the State population in 1980, but 27% of those born in California the year before. In addition, California has received more than a third of the Indochinese refugees who have entered the United States in recent years. The California Department of Finance estimates that the State will have absorbed over 200,000 refugees before the end of 1981. Moreover, over 25% of all immigrants to the United States (only one-fourth of whom are refugees) traditionally settle in California. In 1980, the total number of immigrants to the U.S. is estimated at over 800,000. Undocumented immigrants probably arrive in at least the same volume. And over half of the immigrants who enter the U.S. each year (both documented and undocumented) speak Spanish.

The minorities with the most limited-English proficient persons—Hispanics and Asians—are growing the most rapidly. California's Hispanic population is already the largest in the country. Not only is it the group in the State with the highest birth rate, it is also the population group receiving the highest immigration inflow. The Asian population, also the largest in the country except for Hawaii, likewise is significantly expanding. The largest concentration of Indochinese refugees in the U.S. and the largest inflow of immigrants from other Asian nations assure that this group will continue to grow.

THINKING

Today is a hot day in the summer. I just came to this class with my head empty and hollow. I don't know how to write my piece of poetry. I don't understand what my teacher said. I don't listen to anything. I just sit quietly and think.

I remember my mother with her words and her voice, "My son, now you leave the family. You leave to go over the horizon to that place which is strange. I hope you will be fine. I hope you will reject your sins, and I don't want you to sin any more. I hope you will be a pious son of mine. Good Luck."

"MOTHER! I want to become a man and be a pious son of yours. I am trying to study. But how? I am silly and stupid," I say that with my heart and my soul.

Suddenly! a laugh wakes me up. I look at my piece of poetry. It doesn't have any words. "Why can't I do it?" I ask myself.

I think and think! I don't have any time. I must learn so fast, but my mind is poor. I can't remember the words so well. What should I do now? I want to make a hole in my head and to insert the words in my mind, or I can eat the paper which has the words on it and keep the words in my belly. Then maybe, I can remember all of them. Now I try so hard, but when I try, I feel that it is like the last torture.

– TUYEN NGUYEN –

PART II
THE STATUS OF LEP PERSONS IN CALIFORNIA: NEEDS, CHARACTERISTICS, MANDATES, UNSOLVED PROBLEMS

Quantitative Indicators of Need—How Do LEP Persons Fare Economically?

Direct indicators of how limited-English proficient persons fare economically are not available. Statewide data on ethnic groups, however, demonstrate that Asians, and especially Hispanics, often face higher unemployment, higher incidence of poverty, have lower-skill jobs, and experience greater dependence upon social programs than non-minority persons. The economic costs of these trends in lost productivity and expenditure of tax dollars are high now and are likely to increase. The social and human costs, though less measurable, negatively impact the individuals involved as well as society as a whole.

While the concentrations of Asians/Filipinos in the following comparisons approximate their concentration in the statewide population (4.7% in the 1980 Census), the concentrations of Hispanics are in all cases disproportionate to their proportion of the statewide population (19.2% in the 1980 Census).

- In 1978 the unemployment rate for the overall population was 7.1%; for Hispanics it was 9.7%, which is 30% higher (Current Population Survey [CPS], March 1978).
- Among persons who were unemployed, 57.9% of non-Hispanic males had completed high school compared to only 40.2% among Hispanics; 64.9% of non-Hispanic females had completed high school compared to 37.8% among Hispanic females (California Disability Survey 1978, California Department of Rehabilitation).
- The occupational distribution of Hispanics was much more heavily weighted to blue collar (48.6%) and farm workers (6.3%) than was the total population—29.5% blue collar and 1.8% farm worker (CPS, March 1978).
- The 1976 SIE showed that while 9.5% of the white population was below poverty level, 13.4% of the Asian population and 21% of the Hispanic population were below poverty level.
- Employment Development Department estimates for 1981 project that 25.6% of all pesons living below poverty level will be Hispanic, compared to 50.5% who will be white ("Hispanics in California: A Discussion of Labor Market Issues," Employment Development Department, February 1981).
- In October 1979, Hispanics comprised 25.8% of all persons in the State eligible for

TABLE II-A
SOCIAL ASSISTANCE PROGRAM ELIGIBILITY AND PARTICIPATION BY SELECTED ETHNIC GROUPS: SELECTED MONTHS AND YEARS

	Eligible for Medi-Cal October 1979		*Medical Recipients April 1980*		*AFDC Recipients April 1980*	
Ethnic Group	*Number*	*% of Total*	*Number*	*% of Total*	*Number*	*% of Total*
White	963,010	46.1	413,577	57.9	560,390	39.6
Hispanic	539,361	25.8	189,025	26.5	383,325	27.1
Asian/Filipino	66,538	3.2	28,961	4.1	55,923	4.0
TOTAL	2,089,925	100.0	713,663	100.0	1,414,405	100.0

SOURCE: State Department of Social Services, Statistical Services Bureau

Medi-Cal, compared to 46.1% for Whites and 3.2% for Asian/Filipinos (Table II-A).

- Over 27% of all AFDC recipients and 26.5% of all Medi-Cal recipients in April 1980 were Hispanic; only 39.6% of those receiving AFDC and 57.9% of those receiving Medi-Cal were White; 4% and 4.1% respectively were Asian/Filipinos (Table II-A).
- In November 1980, of 369,500 weeks of unemployment insurance claimed, Hispanics claimed 28.6% and Whites claimed 56.9% (Table II-B).
- New claims for unemployment insurance statewide (December 1980) showed a similar pattern: 27% of new claims were by Hispanics, 3.4% by Asians/Filipinos, and 58.2% by Whites (Table II-B).
- The percentage of Hispanics using CETA services in 1979 was 27% (Hispanics in California).

TABLE II-B
UNEMPLOYMENT INSURANCE CLAIMS BY SELECTED ETHNIC GROUPS: STATEWIDE, NOVEMBER AND DECEMBER 1980

	Number of weeks of U.I. claimed November 1980[1,2]		*New Claims December 1980*	
Ethnic Group	*Number*	*% of Total*	*Number*	*% of Total*
White	210,200	56.9	75,366	58.2
Hispanic	105,600	28.6	35,733	27.6
Asian/Filipino	*		4,458	3.4
TOTAL	369,500	100.0	129,526	100.0

[1] "Weeks claimed" represents the total caseload for that month. New claims represent about half of all cases.

[2] Minority claims may be underrepresented to the extent that minority workers disproportionately work in jobs not covered by unemployment insurance.

* Not available

SOURCE: Employment Development Department Data and Research Division.

Quantitative Indicators of Need—How Do LEP Persons Fare in Education?

Education traditionally has been considered the key to success in our socio-economic system. LEP persons, however, face difficulties in gaining the benefits of educational programs. In both meaningful participation and successful completion of educational activity, they have fared worse than other population groups.

Data at both National and State levels illustrate the extent of unmet educational needs for limited-English proficient persons. Table II-C lists data collected by the SIE in 1976. These national-level data indicate that students from non-English language background (NELB) familes where a language other than English was usually spoken (where LEP persons are likely to concentrate), performed least well in education. Non-Hispanic NELB persons whose families usually spoke a language other than English were more than three times as likely to be at least two years below grade level than were persons of English-language background (ELB). (Twenty-nine percent and nine percent respectively were below grade level.) Furthermore, NELB persons of Hispanic background whose families usually spoke Spanish were almost four times more likely than ELB persons to be two years or more below grade level.

The drop-out rate for ELB persons 14–25 years of age was 10%. NELB persons from backgrounds other than Hispanic whose households usually spoke other than English were three times (30%) as likely to have dropped out. NELB persons of Hispanic origin whose households usually spoke Spanish

TABLE II-C
EDUCATIONAL PERFORMANCE AMONG SELECTED LANGUAGE BACKGROUND GROUPS IN THE UNITED STATES, 1976

	Students, Grades 9–12, 2 years or more behind expected grade level		*14–25 year olds who have dropped out of school*	
Language Background	*Number*	*Percent*	*Number*	*Percent*
English language background	1,248,000	9	4,145,000	10
Non-English language background other than Hispanic, usually speak English	54,000	12	147,000	10
Hispanic, usually speak English	84,000	18	200,000	15
Non-English background other than Hispanic, usually speak language other than English *	16,000	29	98,000	30
Hispanic, usually speak Spanish *	41,000	33	324,000	45

* Categories where largest percentage of LEP persons would occur.
SOURCE: NCES tabulations from the Survey of Income and Education, 1976

TABLE II-D
SCORES FOR READING, LANGUAGE, AND MATHEMATICS FOR GRADES 3 AND 6 BY ENGLISH PROFICIENCY, 1979–80

	Average Test Scores, Grade 3			*Average Test Scores, Grade 6*	
English Language Fluency	*Reading*	*Written Language*	*Math*	*Reading*	*Math*
English only	262	262	259	90.2	61.3
Limited English	170	175	194	42.0	46.2

The scores for Grade 3 are in terms of "scaled scores," which operate in the same manner as the Consumer Price Index. The mean scaled score for all third graders is 250, with a range of about 100 to 400.
SOURCE: California Department of Education, California Assessment Program 1979–80 Annual Report

were four and a half times (45%) as likely to have dropped out of school.

Results of the California Assessment Program provide further evidence that LEP persons face formidable obstacles to educational achievement. Table II-D illustrates that persons in Grades 3 and 6 with limited-English proficiency score lower on all achievement tests in the Survey of Basic Skills than persons who only speak English. (Results from 1977–78 and 1978–79 showed similar patterns.)

Table II-E displays data from a representative sample of high school seniors. The sample was designed to measure the number of students not expected to graduate in June 1981, either because they would not meet district course requirements or because they could not pass proficiency tests for graduation (required in California by a 1976 law). The data show that limited-English speakers were over two times more likely than fluent-English speakers to have failed one or more proficiency tests or to have not met all graduation requirements. Non-English speakers were over three and a half times more likely than fluent-English speakers to have failed one or more proficiency tests, and more than four times more likely than fluent-English speakers not to have met all course requirements.

State-level data on persons of Spanish ethnicity, the ethnic group with the highest inci-

TABLE II-E
GRADE 12 PUPIL PERFORMANCE ON PROFICIENCY TESTS AND COURSE REQUIREMENTS BY ENGLISH LANGUAGE FLUENCY, 1980

Language Status	*Fail One or More Tests **	*Not Meeting Course Requirements*
LES	48%	23%
NES	67%	48%
All others	19%	11%

* The study sampled students who had taken proficiency tests as of November 1980 (representing 74,620 out of 80,316 12th graders). Since students who failed could re-take the test before June 1981, these failure rates may be somewhat high.
SOURCE: California Department of Education Report in Response to Education Code Section 51219, March 1981

dence of limited-English proficiency, indicate that only 49% of Hispanic males and 46.7% of Hispanic females completed high school compared to 66.5% of non-Hispanic males and 76.0% of non-Hispanic females (Table II-F). Over 30% of Hispanics drop out of school before or during their eighth year of schooling, compared to 7.9% for non-Hispanics (California Disability Survey).

TABLE II-F
PERSONS WHO COMPLETED HIGH SCHOOL, HISPANIC AND NON-HISPANIC, 1978

Ethnic Group	*Sex*	*Percent of persons completing high school*
Non-Hispanic	Male	66.5
	Female	76.0
Hispanic	Male	49.0
	Female	46.7

SOURCE: California Disability Survey, California Department of Rehabilitation

Within postsecondary education in California, Hispanics and Asians concentrate in adult basic and secondary education. In 1979–80, 52.9% of all enrollees in federally-supported Adult Basic Education programs were Hispanic and 24.7% were Asian/Filipino. Both populations are over-represented in these programs in relation to their percentage of the overall State population (19.2% and 4.7% respectively in the 1980 Census).

Conversely, Hispanics are under-represented in the colleges and universities in relation to their percent contribution to the overall State population. In Fall 1979, Hispanic enrollment ranged from only 6% to 11% of total enrollment at the University of California, California State Universities and Colleges, California Commnity Colleges, and at independent colleges and universities, for those students who reported their ethnicity (Director's Report, January 1981, California Postsecondary Education Commission).

The California Adult Competency Survey developed tests to indicate how well particular groups perform various tasks. These tasks reflected several "competency" categories: cultural, economic, health and safety, interpersonal, and socio-political. Awareness of employment agencies, for instance, would be an economic competency. The project tested a stratified sample of the California population divided into 52 demographic groups. The demographic group with the highest number of "performance deficits" (i.e., with scores significantly lower than the total sample) was the non-English language background group (NELB). As a group they showed deficits in 40% of the 130 indicators. The next highest numbers of performance deficits occurred among persons with foreign-born parents (33%) and persons with Spanish surnames (28%). By contrast, English-language background persons, as a group, did not show performance deficits in any of the categories.

In comparing the percentage of correct or adequately-performed tasks executed by the various population groups, NELB persons scored consistently lower than the average for ELB persons (Table II-G). One implication of the data, according to the study, is that "the groups with the most severe competency deficits are the ones that have been difficult to reach with conventional education programs."

TABLE II-G
ADULT COMPETENCY SCORES BY COMPETENCY CATEGORY AND LANGUAGE BACKGROUND, 1979

Competency Category	*Percent Correct on Proficiency Scales*	
	NELB	*ELB*
Cultural	62	77
Economic	63	78
Health and Safety	71	85
Interpersonal	72	81
Socio-political	67	78

SOURCE: California Adult Competency Survey, April 1979

LEP Characteristics—What Services Do They Need?

Limited-English Proficient persons face similar problems in gaining access to and succeeding in educational programs and in jobs. They are not, however, homogenous in their makeup, but display a variety of characteristics. Their English proficiency ranges from zero to advanced (but still substandard). Education levels vary from completely unschooled and needful of rudimentary learning tools to highly educated. While some LEP persons are highly literate in their native languages, others may be totally illiterate, or speak a non-written language. Some speak and write a language whose alphabet has Latin characters, or that has other linguistic characteristics similar to those of English, and therefore face an easier transition to English proficiency. Others speak and write languages whose characters are non-Latin, or whose phonology markedly differs from the English phonic sounds, and thus may take relatively longer to make the transition to English proficiency.

Some LEP persons have professional or technical occupational skills, but need recertification or English language skills to make their skills saleable in the U.S. job market. Many have skills that won't transfer into the U.S. job market, or have no saleable job skills at all. While some are employed, most are underemployed or not employed at all. They are of different ages and are from varying socio-economic backgrounds, and have different legal resident status.

LEP populations have a diverse array of cultural backgrounds. Some were born and have lived for a long time in the United States, though many of these people live in the isolation of an urban barrio or a migrant camp, still immersed in a non-mainstream subculture. Others arrived in the U.S. recently, either by their own choice as migrants or immigrants, or by necessity of escape, as refugees. Of the recent immigrants, some are from urban industrialized environments and others are from traditional rural settings totally unlike modernized U.S. society. The cultural diversity among LEP persons presents a broad array of language groups to be dealt with, as well as a myriad of different values regarding time, world view, interpersonal relations, learning style, and attitudes toward education, family, age, occupations, and physical work. Figures II-A and II-B illustrate more concretely the diversity of the LEP population.

LEP persons face difficulty in seeking, keeping, and advancing in jobs. They face language, cultural, and educational barriers at a time when the English-speaking job market

FIGURE II-A
NEED SUBGROUPS WITHIN THE LEP POPULATION

The diversity of need subgroups within the limited-English proficient population defies simple classification. LEP individuals fall at varied points on the following scales:

1. English-language proficiency:
    zero .... advanced, still substandard
2. Basic educational background:
    nonliterate
    in primary language,
    no formal learning skills .... highly educated
3. Occupational skills:
    no skills .... highly skilled
4. Cultural background:
    non-Western .... Western
    pre-industrial .... industrial
5. Time in U.S.:
    recently arrived .... U.S.-born, longtime citizen or resident
6. Age:
    youth .... adult
7. Language group:
    non-Western, linguistically unlike English .... Western, linguistic patterns similar to English

This is not comprehensive. Other factors such as legal resident status, socioeconomic class, place of residence, and occupational status also will affect training and education for LEP persons.

FIGURE II-B
TYPICAL LEP STUDENTS IN AN ADULT CLASSROOM

These students are all in the same adult classroom. The level and kind of instruction they need are widely divergent.

* * * * * * * *

Marta is 28 years old. She is a Cuban refugee who arrived in this country four months ago. In Cuba she lived in a large city and worked as an elementary school teacher. She speaks English at an intermediate LEP level.

Enrique is 44. He has worked as a migrant farm laborer for several years since he came here from Mexico City. He has a 6th-grade education and reads and writes Spanish at an elementary level. He has an English proficiency of high-beginning.

Manolo is 18. He arrived here last month to join his brother's family from a small mountain village in Northern Mexico. He has no formal education and can't read and write in his own language, an Indian dialect, or in Spanish, his second language. He worked in subsistence agriculture in Mexico. His English proficiency is zero.

Sara is 19. She was born in an urban neighborhood in California. She dropped out of school in the 8th grade because she couldn't understand class work well enough to keep pace. She has worked as a baby sitter. Her English proficiency is high intermediate to advanced LEP.

Tien is 21, from the Capital city of Vietnam. He worked as a lab technician before leaving Vietnam. He has finished one year of post high school technical instruction. His English proficiency is beginning.

Chuob is 32. She is from Cambodia. She has never attended school and speaks only her native tribal language. She was a fisherman's wife in Cambodia. Her English proficiency is zero.

requires increasing educational achievement. They often have no transportation, no money for day care, and depend upon secondary job market underemployment or welfare for subsistence. While cultural shock is pervasive for newcomers, longtime LEP residents feel a sense of discrimination and denigration. Both lead to a sense of low self-esteem and lack of self-confidence (Reynolds, 1978b).

LEP persons' objectives and motives for attending education and training classes differ according to the person's characteristics and background. Necessary employment-related services include vocational skill instruction, English-language instruction, job-search-and-readiness counseling, counseling on work habits and attitudes, job placement, basic skills instruction, career counseling, cultural orientation, and survival skills. They often need additional support services to ensure success in employment training and in subsequent employment: transportation, day care, personal counseling, health and mental health aid, legal aid, driver's-license training, financial support, and other services.

Unfortunately, traditional vocational education and employment training programs often are environments that are unfamiliar to LEP students, dominated by a language and culture insensitive or even hostile to linguistically and culturally different persons. While these systems are the keys to acquiring skills for jobs and self-sufficiency, they are taught in English, with prerequisite English proficiency levels. LEP persons often don't comprehend school activities and have difficulty with educational tasks. Dropout rates for LEP persons are high, which the previous demographic section illustrates. Thus, LEP persons frequently find it difficult to enter or to succeed in vocational education. They find themselves unable to gain the job skills necessary to break their circle of disadvantagement.

Legal Mandates—What Needs Have Been Addressed?

Legislation and court action in recent years have addressed the inaccessibility of programs to LEP persons. Statutory and case law establish a legal basis for providing limited-English speakers with equal opportunity in education in general, and in vocational education and employment training specifically.

The Civil Rights Act of 1964, Title VI, prohibits discrimination on the basis of ethnicity and cultural background. The former U.S. Department of Health, Education and Welfare established administrative regulations prohibiting discrimination in any educational program receiving federal funds. The Equal Education Opportunity Act of 1974 extended these regulations to all students in public schools, whether or not federal funds were involved.

Lau vs. Nichols, a suit against the San Francisco Board of Education in 1974, found that a school which doesn't provide special English language instruction to students who don't speak English denies meaningful opportunity to participate in the public educational system.

> Imposition of a requirement that, before a child can effectively participate in the educational program, he must already have acquired those basic English skills is to make a mockery of public education. We know that

> those who do not understand English are certain to find their classroom experiences wholly incomprehensible and in no way meaningful . . .
> **Lau v. Nichols, 414 U.S. 563 (1974).**

The Lau Remedies prescribe that where substantial numbers of language minority students exist, some kind of bilingual instruction is required.

The thrust of these legislative acts and judicial cases is to mandate that individuals receive equal access and a chance of success within the general educational system. Arguably the same mandates apply to all tracks of education—general, academic, and vocational—for if the tracks to which they apply are limited, so too is the equality of opportunity. Equal opportunity to follow the vocational education route to a job should exist. The route is often more direct and effective than alternative routes. However, equal opportunity often does not exist for limited-English proficient persons in secondary and post-secondary systems, especially among unskilled adults outside the institutional education system.

Federal CETA legislation in 1973 and federal vocational education legislation in 1976 addressed this issue. The Comprehensive Employment Training Act of 1973 listed Persons of Limited-English-Speaking Ability (PLESA) as a significant target population. The Act required Prime Sponsors to provide PLESAs with job-skills training, counseling and placement in their primary language, to increase participants' English-speaking ability, and to develop job opportunities for LEP participants.

The Vocational Education Amendments of 1976, Title I, Part B, Subpart 3 (formerly Title I, Part J) established bilingual vocational education as a national priority and allotted funds for program development. These programs are to provide bilingual vocational training to persons of limited-English ability who are unemployed or underemployed and who are unable to benefit from English vocational training. Title II, Part B, Subparts 2 and 3, (State-administered federal vocational funds passed through to local education agencies), established setasides for disadvantaged persons, which included limited-English speakers. Of the 20% setaside for the disadvantaged, a minimum portion equal to the ratio of the LEP population between 15 and 24 years of age to the general population of the same age, was to be spent solely on LEP services and programs. The VEA also required Five Year State Plans for Vocational Education to include provisions for programs, research and development, and demonstration projects intended to serve LEP persons. Finally, the Adult Basic Education Act (PL 91-230) provides for bilingual adult education for limited-English proficient adults.

LEP Persons in Vocational Training—What Problems Currently Exist?

A body of law thus establishes priority for serving the LEP population. Innovative and responsive programs have been established under the guidelines, and later portions of this text present analyses of some of them. But the extent to which the efforts generated by these laws are realizing the intent of the law is uncertain. The following problems still exist:

Within CETA—

- While CETA-funded "Migrant 303" agencies have used bilingual approaches and the CETA-established Job Corps uses a bilingual vocational education/ESL model, most other CETA programs have addressed the LEP population needs with general English-as-a-Second-Language courses contracted through regular providers of that service. Generally, LEP persons have not been enrolled in CETA vocational classes until they achieve a required minimum English proficiency (Berry, 1976; California Employment Development Department, Education/Industrial Liaison Office).
- Only three of forty CETA Prime Sponsors in California have programs specifically geared to LEP monolinguals. Los Angeles CETA personnel estimate that vocational programs turn away twenty-nine out of thirty non-English proficient persons (California Employment Development Department, Education/Industrial Liaison Office).

In Adult Education and Community Colleges—

- While LEP adults are often referred to ABE/ESL programs in adult schools and community colleges, there are too few such programs (ABE operates under severe fiscal restrictions in California—a 2% cap). Numerous districts have waiting lists.
- Though some notable exceptions exist, ESL classes generally do not connect to vocational instruction. Completion of ESL instruction is too often merely a prerequisite for entry into vocational instruction. The one- to two-year language course required before vocational training discourages non-English proficient persons (especially those with families), and they often drop out to take menial unskilled jobs.
- The Community Colleges have a career-ladder program for bilingual teacher aide training. The emphasis within this area has been on basic education in elementary grades, not on vocational education at the secondary and postsecondary levels.

In Grades K–12—

In 1978–79, vocational education programs in grades 7–12 enrolled 5,585 LEP persons. They represent only 7% of all LEP persons in those grades. The reasons for this low enrollment rate are numerous:

- Many LEP persons never have the opportunity to enroll in vocational programs in high schools. Either they drop out before grades 8–10, or they can't meet the language requisites set for the classes.
- Lack of early career awareness and exploration materials and efforts designed specifically for LEP persons denies LEP persons the information basic to choosing career options. Teachers generally are ill-informed about the early career choice dynamics of LEP children (Rios, 1978).
- Many LEP students in the K–12 system don't have time to take vocational education courses. They have all of their class time earmarked by compensatory and bilingual education and by basic graduation requirements.

- There is still resistance among LEP persons to studying vocational education in schools because of its lingering association with the "dumb" track. There is also resistance among bilingual teachers and counselors to refer LEP students to vocational programs. There is a "pro-academic" bias among these staff members, often caused by the same negative prejudices about vocational training.
- Most LEP students in educational institutions are placed in bilingual education or ESL classes because of special assistance available. These programs neither provide vocational education nor are they designed to coordinate with vocational education programs.
- Lack of cost-saving open-entry/open-exit training systems and lack of funding priority for special services and special materials to serve linguistically and culturally different students further decrease the likelihood that LEP students will benefit from vocational training.

In general—

- Legislative and administrative policies differ greatly on population identification, eligibility, and service guidelines. Systems for comparable population identification and for coordinated needs assessment and program delivery don't exist.
- The increasingly diverse educational levels, language abilities, and cultural backgrounds which often occur within a single classroom confront even the most prepared teachers with an almost insurmountable challenge.
- Most vocational teachers are not trained in the language and cultural skills specifically needed to serve the needs of LEP persons. Too few multicultural or multilingual staff persons, in education and training and in service agencies, limit the extent to which these programs and services benefit LEP persons.

(Reynolds, 1978b; Educational Factors, Inc., 1976; Lopez-Valadez, 1978; Lopez-Valadez, 1979b; Ceres, 1980; Kirschner, 1980a; U.S. HEW/DOL, 1977; Ellis, 1980; California Employment Development Department, 1980.)

Summary

The LEP population is by no means homogenous. Depending on his or her background, a particular LEP person may have a broad range of needs related to basic education, occupational skills, cultural background, language background, English proficiency, length of time in the U.S., age, and other factors. These qualitative needs express themselves more tangibly in statistics on educational, economic, and social assistance programs. The groups with the greatest numbers of LEP persons—including non-English Language Background (NELB) persons and ethnic minorities—typically fall behind the English-speaking majority in terms of functional competencies, educational performance, and economic independence.

In 1976, for example, non-English Language Background persons who usually spoke a language other than English at home (a group within which there are large numbers of LEP persons), were over three times as likely to be two years or more behind grade level than English Language Background

(ELB) persons. Likewise, these NELB persons were three times more likely than ELB persons to have dropped out of school. In California, LEP students consistently score much lower than fluent English-speakers on achievement tests for reading, written expression, and mathematics. Much higher percentages of LEP persons than fluent English-speakers failed the proficiency tests or course requirements for high school graduation. As a final example, the California Adult Competency Survey revealed that the demographic group with the highest number of "performance deficits" on tests of functional abilities (i.e., with scores significantly lower than the total sample) was the NELB group.

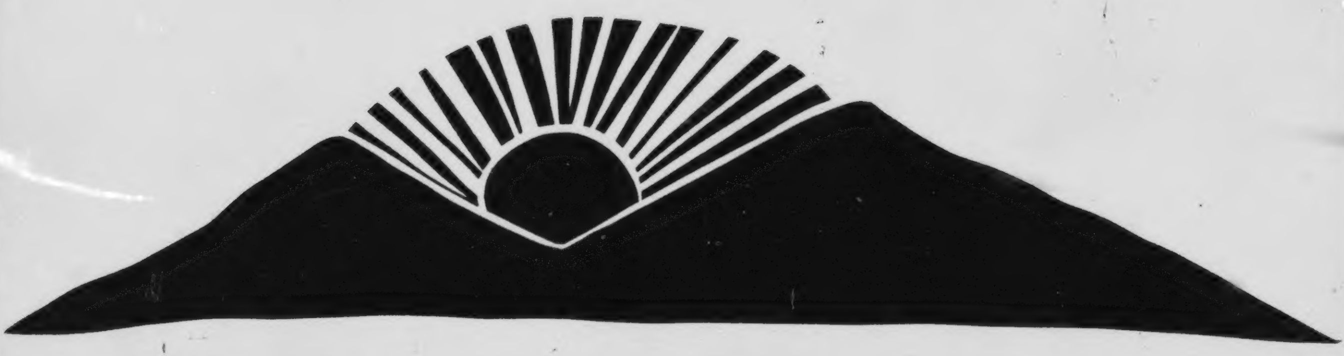
Direct indicators of how limited-English proficient persons fare economically are not available. Statewide data on ethnic groups, however, demonstrate that Asians, and especially Hispanics, often face higher unemployment, higher incidence of poverty, have lower-skill jobs, and experience greater dependence upon social programs than non-minority persons. While the concentrations of Asians/Filipinos in AFDC, Medi-Cal, and unemployment insurance programs approximate their concentration in the statewide population, the concentrations of Hispanics are in all cases higher than their proportion of the statewide population.

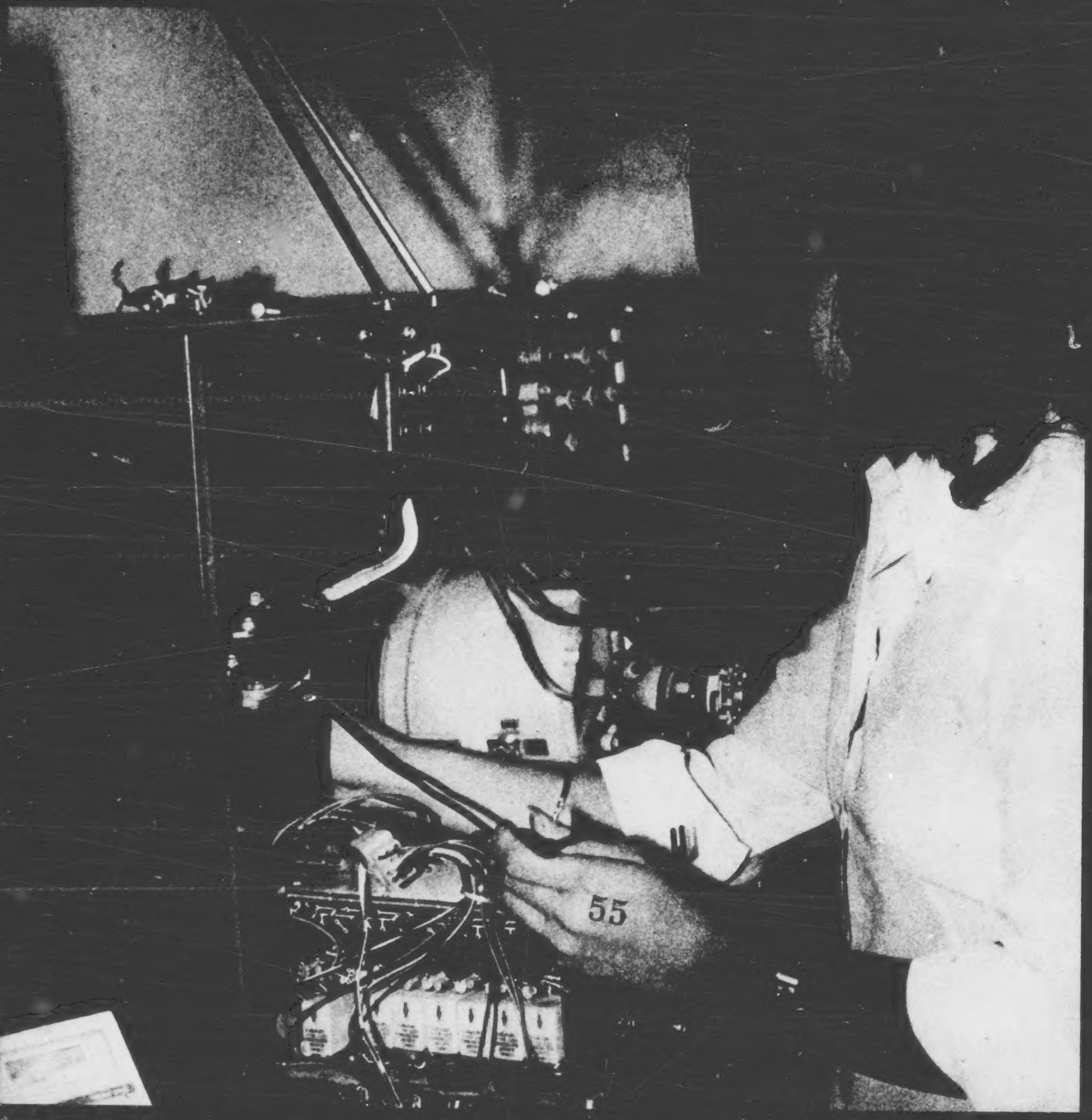
In the last fifteen years or more, both statutes and court cases have called for educational innovations to assure equal opportunity for disadvantaged persons, including those with limited-English proficiency. But problems continue. Many vocational programs restrict access for LEP persons through minimum English requirements, and language classes that these people attend often do not relate to vocational training. Limited career counseling support and a lack of vocational teachers trained to instruct LEP persons add to these restrictions. Finally, confusion about identifying LEP persons and their needs, and failure to coordinate services to LEP populations prevent a comprehensive solution to the difficulties at hand.

HORIZON

PROGRAM OPTIONS

III. Framework for Problem Solution
IV. Programs in California
V. Sources of Funding





PART III

A FRAMEWORK FOR PROBLEM SOLUTION

Though the previous section indicated there are many problems left to solve, there is increasing evidence that they are solvable. The various laws alluded to in Part II have generated demonstration projects and research and development activities that provide theoretical and evaluation information at local, state, and national levels. This information suggests a four-point framework for vocational education and employment training aimed at limited-English proficient persons. In abbreviated form, these four tenets are:

1. **Language and cultural barriers must be dealt with in vocational training programs.**
2. **A flexible approach to linking language and occupational instruction should be used.**
3. **Complete delivery systems of instruction, program support, and administrative support should be developed.**
4. **Linkages of public and private sector resources as well as coordinated planning and implementation of programs should be encouraged.**

The literature indicates, upon both theoretical and quantitative bases, that these tenets will help programs effectively and sensitively address the needs of limited-English proficient persons. This section of the text presents these tenets and supporting material one by one.

Tenet No. 1 IT IS ESSENTIAL TO INTEGRATE COMPONENTS DEALING WITH THE LANGUAGE AND CULTURAL BARRIERS OF LIMITED-ENGLISH PROFICIENT PERSONS INTO VOCATIONAL TRAINING PROGRAMS WHICH SERVE THIS POPULATION.

Despite the diversity of characteristics among LEP persons, by definition they have one characteristic in common. They all have limited-English proficiency. They all face a language barrier in their living, learning, and working processes. The probability that they also face cultural barriers is high as well.

Why address the language barrier?

Research in California secondary programs indicates that English fluency is a strong predictor of achievement scores measured by standardized tests. Those with low English proficiency consistently score lowest (Jones, 1981 [II]). The language barrier also interferes with the communication processes which enhance or threaten a person's self-esteem, and with other attitudinal and motivational factors linked to performance.

Sociological and communication theorists discuss the significance of language barriers to self-concept. The theorists contend that self-concept and esteem relate closely to the individual's ability to communicate. People grow, realize their potential, increase their ability to cope with reality, and enhance their self-concept through successful interaction with other persons in their environment. This interaction, however, takes place upon certain communication premises: a linguistic code, semantic structures, attitudes, rules of conversation, and rules of social and physical order. When communication premises are unknown or when a cultural or linguistic gap is present, communication breaks down, and the ability to grow and cope and feel in harmony is threatened. Persons feel unable to integrate themselves into their environment. This leads to a loss of self-worth, to negative attitudes about the environment that generates this feeling, and to lower motivation. Education and training situations that ignore the existence of a language barrier, that do not address linguistic and cultural communication gaps, subject learners to an adverse learning situation (Peterson, 1976).

Linguistic theorists discuss the significance of language barriers to cognitive development. Research on migrants underscores the relationship of language to educational performance. Migrants learning a second language or learning in a second language before their first language is fully developed face significant obstacles to learning. The reason for these difficulties is that it is the full development of the mother tongue which insures the establishment of a cultural identity. This cultural identity in turn provides for emotional, intellectual and social development. Where this sense of identity is lacking, so too are effective cognitive development in a new language or subject matter as well as a sound sense of self-esteem (UNESCO, 1978).

Learners in this situation experience a sense of disorientation that results from the conflict of two systems of norms. This may act to suspend both sets of norms. In linguistic terms this conflict results in non-lingualism, since the student learns new language systems or subject areas through the reference system of the primary language, and there is heightened interference between new and old when the student is unaware of all the rudiments of the primary language. In psychological terms, this conflict of norms causes lower self-esteem, shame at not performing well in the dominant second language, and disorientation at having to avoid or devalue the primary language (Commission, 1977; Peterson, 1976). This seriously threatens performance both in education and in employment (UNESCO, 1978). Therefore it is essential to recognize and build on the primary vehicle for linguistic and cognitive development—the primary language.

Why address the cultural barrier?

Language doesn't exist in a vacuum; it is linked with social and cultural factors. Overt discrimination as well as negative attitudes and expectations about groups associated with given languages aggravate language bar-
Students' social, economic, and political circumstances thus affect language learning and other educational activities. Pertinent factors include students' reasons for being in the U.S.; the amount of time here; their own and their parents' attitudes toward the dominant culture and language, toward their mother tongue and culture, and toward supplanting their primary language; and the attitude of the dominant culture towards the minority languages and cultures (Saville-Troike, 1979).

Addressing the language barrier in a way that is both linguistically and culturally sensitive to the background of the learner can decrease the negative stereotypes about minorities and enhance minorities' attitudes about themselves, their language and culture, and the language and culture they are integrating themselves into (Peterson, 1976).

How to address language and cultural barriers: Bilingual Approach vs. Direct Method

Teaching methods used for students with language barriers are either **bilingual** (a combination of primary language and English instruction) or **direct method** (English instruction, usually with supplemental English as a Second Language [ESL] instruction).

The bilingual approach recognizes the role of language and culture in cognitive and self-concept development. It recognizes that for language minority students the development of high language proficiency in the primary language helps achieve similar proficiency in the second language and in other subjects (California Department of Education, OBBE, 1980). It uses primary language to teach students new language and new subject knowledge more rapidly. In vocational education, a bilingual program can also train students for jobs requiring full bilingual language skills. The bilingual approach recognizes that the culture of the language minority person affects educational performance, and it incorporates support for the primary culture in its methodology.

A direct method approach can effectively serve minority language populations by adopting practices that recognize and compensate for the language barrier. A native to non-native speaker register of speech should be used in instructional delivery. In other words, an English speaking teacher who teaches English or a vocational subject must speak English to his limited-English proficient students that is slower, more emphatic, uses more concrete references, and uses a more limited vocabulary than would be used with English proficient students. Secondly, the English should be relevant to the needs of the students, not just a traditional structural approach to English which teaches grammar in the abstract. Finally, the language content and subject matter content should be integrated into the same class and curriculum and delivered by the same instructor to the extent possible. Where this ideal is not attainable due to limits on funding and personnel, programs should devise other methods to coordinate presentation of language and subject matter.

Bilingual approach and direct method may be alternately more effective as the teaching situations differ.

Research on English-speaking Canadian students who studied in a second language (French) for five years indicates that they performed equal to or better than the average for their peer group at the end of that time. However, the particular social and educational context supported the learning process. The students were from a high socio-economic group, they and their parents had positive attitudes about their own (dominant) language and culture and about the second language and culture. In addition, the parents were well educated, spoke other languages and thus served as positive role models. Students faced no discrimination, had no self-esteem drawbacks, and were thus highly motivated to complete their studies successfully (Peterson, 1976).

More deliberate effort might be needed to generate an effective direct method instructional experience in most California contexts. In contrast to the Canadian group, limited-English speakers in California are members of language minorities and usually have low socio-economic status. They face constant feedback about the inadequacy of their primary language to communicate with the dominant culture. This reinforces negative attitudes about their own language and resentment toward the dominant language. They come from families who speak primarily the minority language and where role models for language learning often are not available. Their families may subject them to guilt over the possibility of supplanting the primary language with the dominant language. Learners experience confusion, a sense of shame, and reduced self-esteem. This lowers their motivation to cope with either the new language or an adverse educational process. The educational experience often emphasizes the learner's deficiencies through "compensatory" education, "pull-out"or "dumb track" teaching conventions and English prerequisites that prevent enrollment in training classes that can provide needed career guidance and job skills (Peterson, 1976; UNESCO, 1978).

Depending on educational, economic, and political conditions, teachers should use the more practical of these two approaches. However, where bilingual approach cannot be used, because students are multilingual or because the political or funding situation does not permit it, direct method should incorporate some of the cultural sensitivity inherent in bilingual approach.

Realization that cultural wholeness lends meaning to people's lives and that learning a new language threatens that sense of wholeness is basic to helping LEP persons adapt successfully. Teachers who are sensitive to other cultures help reduce the conflict that students face as they learn new cultural expectations and behaviors, and as they explore new attitudes about learning, spatial relations, job habits and attitudes, time, eye contact, men's and women's roles, technical processes and vocabulary (Peterson, 1976; Crandall, 1979; Delacruz, 1978). Instructors also need to understand non-verbal and paralingual communication cues, as well as the different ways cultures express feelings and respect (Taylor, 1978).

Sensitivity to the learner's anxiety about humiliation and cultural denigration and awareness of potential parent/child cultural conflicts, help provide a classroom which is supportive and safe for change, whether it is an English or vocational class. Focus on the English-specific domains of work and education, rather than values about home, family, and neighborhood, allows learners a refuge for their basic cultural and linguistic values. A demand for less than total integration into the dominant culture is less intimidating (Crandall, 1979).

Tenet No. 2 THE DIVERSE NEEDS AMONG THE LIMITED-ENGLISH PROFICIENT REQUIRE FLEXIBLE APPROACHES IN LINKING INSTRUCTION OF LANGUAGE SKILLS TO INSTRUCTION OF OCCUPATIONAL SKILLS.

A learner-centered approach in program development that recognizes and adapts to cross-cultural differences can build upon language and vocational skills already possessed by learners. Selection of program approaches should include consideration of the characteristics listed previously in Figure II-A.

A program must determine which subsets of LEP persons are the focus, what degree of cultural and language interference they face, and what occupational objectives they have. Course length, content, and methods will depend upon the language and skill requisites of the job sought, the abilities of the learners, and the need for job readiness skills, work habits, English proficiency, vocational training, remedial education, and other services (Reynolds, 1978a; Crandall, 1979).

Besides being learner-centered, instructional approaches should combine language and occupational training in a coordinated instruction package. The language component can be a vocational ESL class focusing on prevocational skills—general job-getting and job-keeping skills such as interviews, reading instructions, requests for information and clarification, small talk, safety, processes, general job responsibilities, job rights, paychecks and benefits (Crandall in Drobnic, 1979)—or a vocational ESL class that teaches the language of a specific occupation. LEP students can learn specific job skills as well as work habits and attitudes through a classroom vocational course, a worksite vocational training experience, or job-oriented services such as job counseling and placement services, remedial education, or basic skills. Students also may learn language and skills jointly in a bilingual vocational training course.

Currently, the most common manner that trainees acquire language and occupational skills is by taking a general ESL course followed by a conventional vocational course. Unfortunately, general ESL courses seldom relate to vocational instruction. They often require one or two years to complete, before entry into vocational instruction. Their content may be forgotten before the student has a chance to apply it. Finally, the learner often becomes frustrated before his language level is adequate to enter a vocational class and drops out of English studies to take an unskilled, menial job (Berry 1976; Crandall, 1979; Reynolds, 1978b).

Students need alternatives to this generally counter-productive model. ESL services need to be more attuned to the specific needs of the job market; and LEP persons should have immediate access to vocational training, without having to wait through one or two years of academically-oriented English instruction. Vocational education can motivate students to learn and succeed by providing them skills which increase their ability to enter the job market. In addition, techniques most effective in dealing with limited reading and writing skills, with difficulty in abstraction, and with limited self-concept and low motivation are the experiential learning methods: demonstration, "hands-on" practice, short and concrete assignments, situation-based instruction, and work samples. Vocational education traditionally uses these methods (Denniston, 1980).

Four Instructional Models

Figure III-A illustrates a variety of models for combining language and skill instruction. Model B provides **concurrent** vocational skills and vocational language instruction; Model C provides vocational language instruction **before** vocational skills instruction; Model D provides vocational language instruction without job-specific vocational skills instruction, but with counseling and placement services that aid job search and maintenance. Model A is actually a bilingual version of Model B, providing **concurrent** vocational skills instruction (bilingually) and vocational language instruction. It is listed separately because the federal Vocational Education Act (VEA) has established its prominence as a distinct and integrated approach during the last several years.

Each of the models has several possible subcategories depending on the kind of VESL used, whether bilingual elements are incorporated or not, and the setting for vocational instruction (classroom or worksite). In the field, distinctions between models blur as overlaps and combinations occur.

Bilingual Vocational Training. Model A, bilingual vocational training, as defined by the VEA, combines English and primary language instruction. Instructors and curricular materials are bilingual. Primary language is used for initial concept presentation and clarification, and English for terminology presentation. As soon as possible the use of English increases, and by the end of the course English is used as much as possible for learning both conceptual occupational skills and vocabulary. Concurrent vocational ESL complements vocational instruction.

This approach protects students' cultural identities and values. Students learn to value their native language because it is an effective bridging tool for learning essential skills and language. Concentration on the language of the job market and occupational environment leave other primary language domains intact. Thus, trainees move more rapidly into the job market mainstream while maintaining positive self images, which in turn encourages more effective learning (Berry 1976; Kirschner, 1980b; Dev. Associates, 1978a).

FIGURE III-A
INSTRUCTIONAL MODELS WHICH COMBINE LANGUAGE AND OCCUPATIONAL SKILLS

A. Bilingual Vocational Training: Vocational English language instruction **coupled** with **concurrent bilingual** vocational instruction
  1) usually will be classroom training
  2) usually will include occupation-specific VESL

B. Vocational English language instruction **coupled** with **concurrent** vocational instruction **monolingual English**
  1) VESL (pre-vocational and/or occupation-specific) coupled with classroom training
  2) VESL (pre-vocational and/or occupation specific) coupled with worksite training

C. Vocational English language instruction, **followed** by vocational instruction that is usually **monolingual** English, but **conceivably bilingual**
  1) pre-vocational VESL
  2) occupation-specific VESL

D. Vocational English language instruction **coupled** with occupation-related services
  1) VESL (usually pre-vocational) and employment acquisition services
  2) VESL (usually occupation-specific) and employment retention or advancement services

Research on federally-funded bilingual vocational education programs suggests that bilingual vocational education is good for low-language proficiency persons seeking entry-level employment. There are other situations, however, where bilingual vocational education is not always productive. Where job requisites for language skills are too high or where multi-linguistic groups are attending in the same class, bilingual methodology may not suffice (Kirschner 1980b).

Models Based on Vocational-English-as-a-Second-Language. Models B, C, and D couple regular vocational training and/or services with specialized vocational language instruction oriented to general job market situations or to specific occupations. Model B is the non-bilingual mode of Model A. Bilingual elements in Models C and D are theoretically possible. VESL instruction may incorporate bilingual instructors, aides, or materials. Bilingual aides or materials or peer tutors may complement regular vocational instruction that is not delivered by bilingual instructors. Practically, though, the emphasis in these models is likely to be on the specialized English instruction included in the VESL component, most or all of which will be in English.

The evolution of special English-as-a-Second-Language instruction occurred over the last decade. It attempts to provide relevant language instruction by replacing the traditional structural/grammatical approach to learning English with a more situational approach. An evaluation of CETA-sponsored programs for LEP persons implemented in the later 70's found that conventional structural ESL approaches which taught grammar forms in a "vacuum" were too academic and not useful for LEP persons who needed immediate employment. So instructors developed vocational (or Manpower) ESL to meet the needs of those who had the greatest and most immediate language needs: the LEP persons who were disadvantaged, undereducated, dropouts, immigrants, refugees, underemployed, or unemployed (Reynolds 1978a; Crandall, 1979).

VESL is a situational-functional curricular approach which in and of itself integrates linguistic and occupational objectives. It is learner-centered and practical and provides the English for real-life employment situations. It teaches English structure and grammar, but only as they relate to specific situations or to the language functions necessary in those situations. VESL emphasizes oral skills and may include pre-vocational job-getting elements, cross-cultural adaptation components, and vocabulary of specific occupations (Reynolds 1978a; Kirschner, 1980b).

VESL curriculum development uses task analysis to identify language skills needed to perform job tasks. This occurs through materials examination, class and job observation, and through conversation with vocational teachers. It identifies the linguistic structures, words and sounds; the level of technical language; the amount and level of reading; the fluency; and the level and kind of interaction needed to successfully train for, obtain, and keep a job. VESL classes focus on the structures and styles of communication used most often in general or specific job situations: imperatives, asking directions and clarifications, making conversation, reading reference manuals, and communicating with supervisors. It also concentrates on words useful on-the-job, such as tools, equipment, processes, and safety terms; or on the language pertinent to getting jobs through applications, interviews, and phone conversations (Crandall, 1979; Kirschner, 1980b). Effective VESL teaching methodology includes individualized instruction, leveling, demonstration, simulation, role plays, conversation, use of job-related vocabulary, audio-visual materials, writing samples, occupational manuals, newspaper ads, field trips, outside speakers, and an assortment of oral drills (Kirschner, 1980b; Reynolds, 1978a; Galvan).

Tenet No. 3 THE COMPLEX PROBLEMS FACING LIMITED-ENGLISH PROFICIENT PERSONS REQUIRE A COMPLETE DELIVERY SYSTEM THAT INTEGRATES THE INSTRUCTION AND SUPPORT SERVICES WHICH ADDRESS THE LEARNER'S VARIOUS NEEDS.

Support Services to Program Enrollees

Research and evaluation studies attest to the need for and effectiveness of support services that complement vocational and VESL instruction. A comprehensive system of support services, like the instructional segments, requires a flexible approach. Its configuration depends on the needs of the learner and the objectives and resources of the particular program (Reynolds, 1978b; Crandall, 1979; Kirschner, 1980b; Reyes, 1979).

Outreach and Recruitment. Programs must reach those persons to whom they provide services. Word of mouth, organizational referral, media announcements, and role model speakers can do this. Recruitment in the primary language assures that the LEP persons most in need will understand the information necessary to gain access to the program.

Assessment. Pre-testing for English and, in some cases, for primary language skills, allows for placement at the appropriate language level. Testing for vocational interests, skills, and aptitude is equally important in order to build on the skills or interests that the learner already has. If these tests are standardized, they should be normed to the population they are being used on and should not be biased towards persons of either sex or towards traditional associations of certain occupations with either sex. It is also essential that tests be culturally and linguistically adaptive, preferably in the primary language for assessment of very low English proficiency persons. Testing, to the extent possible, should incorporate a battery of tests, using multi-sensory approaches (Reynolds, 1978a). The testing formats can be oral, written, informal interview, observation, or work samples (Galvan; Lopez-Valadez, 1979b).

Cultural Orientation. Trainees from non-U.S. or non-mainstream cultures require orientation to mainstream U.S. culture, either within the instructional segments of a program or as a supplement to them. The orientation should be sensitive to the values of the primary culture. It should expose the trainee to mainstream U.S. and job market expectations about interpersonal communication, direct address, expression of respect and emotions, self-assertion, male and female roles, and the highly time-oriented production ethic of the U.S. work place. Classroom activity, counseling, and role playing and other gaming can achieve this, as can audiovisual materials, presentations by role models and industry representatives, and site visits.

Basic/Remedial Education. Remedial reading, writing and math skills can remove barriers to success in training or job acquisition. Primary language materials or bilingual personnel are essential where enrollees have very low English proficiency.

Job Counseling. In grades K–12, career awareness and exploration materials should be presented in the primary language and during lower grade levels to help diminish dropout rates of limited-English proficient persons (Rios, 1978). In addition, program personnel need to talk with parents in the primary language to the extent possible. Parents should participate in advisory committees and parent-student conferences and learn about career education. These activities will increase the likelihood of motivating students to select and complete a career training option (Ceres, 1980).

In adult programs where job acquisition is an immediate need, the trainee should receive information on job opportunities as well as specific occupational and world-of-work characteristics. Programs should also provide counseling on how to search for and get a job, handling applications and interviews, grooming, interpersonal communication, and work habits and attitudes. Counselors should be able to speak the same language as the trainee (Reynolds, 1978a). Counseling techniques which can be used include one-to-one and small group counseling, video tape sessions, role plays, speakers, site visits, and job observation.

Placement. Placement services, usually coupled with job counseling, also provide the trainee information on specific job opportunities. Placement personnel identify jobs, counsel and refer trainees to the jobs, and provide follow-up services. Follow-up should be more than data collection. It should also provide support to former trainees in the job situation and should facilitate problem-solving where necessary. If placement personnel do extensive counseling, they should have bilingual capacity.

Placement personnel can provide assistance to employers on cross-cultural understanding and can promote the value of limited-English proficient persons as individuals who can learn English well and who can perform well on the job. Placement personnel provide valuable communication between employers and instructors regarding job-related language and skill needs.

Other Trainee Support Services. Other support services for trainees include personal counseling, legal aid, medical and mental health services, immigration counseling, financial aid (including stipends), transportation (including driver's license training where necessary), housing, and day care. Where extensive interpersonal communication is necessary to provide a service, bilingual capacity is desirable.

Administrative Support for Program Personnel

In addition to support provided directly to the client, other services ensure that instructional and supporting personnel are adequately equipped to serve their clientele. These include staff development, curriculum development, program and client evaluation, and planning and coordination.

Staff Development. Addressing the special language and educational needs of LEP populations requires some special competencies on the part of all program personnel—teachers, support staff, and administrators. All need to understand the special problems faced by the population in learning and in coping with the job market. Cross-cultural awareness is necessary among staff to serve

LEP persons in a sensitive manner. Support personnel, depending upon their function, may need primary language proficiency as well as cross-cultural sensitivity.

Teaching personnel need practical teaching knowledge about methods, materials development and use, pupil assessment, and situational approaches to instruction. They also need expertise in their area of instruction. Vocational instructors need training in the psychology of career education, in their occupational skill area, and in the job market characteristics of that occupation. Language teachers need training in linguistic principles, the dynamics of first- and second-language learning, and in the rudiments of teaching job market-oriented English. Both sets of teachers need substantive knowledge about the cultural groups they serve (McGroarty, 1979a; Kirschner, 1980a).

Depending upon the instructional model used, one or both teachers may need fluency in both English and the primary language. This is particularly the case in a bilingual vocational model, or in any course dealing with very low English proficiency persons. Where primary language proficiency among teachers is not feasible, bilingual aides with adequate language facility in both English and the primary language and with training in practical teaching procedures should provide support to the monolingual English teacher. Where persons from multiple language backgrounds are present in a class, and enough bilingual aides are not available, peer tutors should be used.

Ideally universities and colleges impart these competencies through pre-service teacher and aide training programs. Where demand for educational services exceeds the supply of trained teachers and aides, in-servicing through special courses, workshops, conferences, and release time for university class attendance should supplement or augment competencies.

It is likely that the shortage of teachers who are trained in providing vocational services to limited-English proficient persons will continue as the LEP population grows. Additional teacher training programs are needed. In addition, it is essential to train and use paraprofessional bilingual aides.

Career ladder training helps the aides to back up instructors in teaching, materials preparation, parent communication, and classroom communication. It also provides opportunity and encouragement to a group of paraprofessionals who may alleviate some of the current teacher shortage by eventually earning full teacher credentials (Barrow, 1980).

(Additional and more detailed information on staff development is available in Kirschner, 1980a and by contacting the California Department of Education, Adult Education Field Services Division, regarding their ABE Section 310 activities.)

Materials Development. Program personnel need a wide range of materials to help provide vocational and employment training services to limited-English proficient persons. Teachers and counselors need diagnostic assessment instruments and materials to measure interests and aptitudes, English and primary language literacy and proficiency, and cultural adaptive levels. Placement and management personnel need promotional materials for use in public relations with employers. Management needs planning and evaluation materials (Development Associates, 1978a).

Most pressing is the need among teachers and students for curricular materials in specific occupational training courses and pre-vocational and occupation-specific language courses. Curricular materials need to be competency-based. They should be designed around job market-oriented performance objectives established by analyzing the language skills, education levels and occupational skills essential to task performance. They should be modularized and sequential, adaptive to multi-media presentation and should include criterion-referenced tests that assess progress. If so designed, they will allow maximum latitude for learner-centered instruction and for materials updating (Development Associates, 1978a).

The language and occupational curricula should be integrated so that language learning will be reinforced through the relevance of language to occupational skills. Materials should emphasize hands-on and demonstration teaching techniques, and adapt to simulation, role playing, and other active participation and practice learning procedures. Finally, the materials should be sensitive to broad cross-cultural and linguistic backgrounds. Where materials are bilingual, they should provide for conceptual explanation in the primary language, with presentation of vocabulary and practical information in English as much as possible. The use of English should increase as the course and materials progress. Where materials are in English, they must adapt to persons of diverse linguistic backgrounds with low English proficiency (Development Associates, 1978a).

(Additional information on materials development is available in Crandall, 1979; Development Associates, 1978a; and Development Associates, 1978c. Compilations of curricular materials are currently being completed through projects financed by the California Department of Education, Adult Education Field Division [implemented by Chinatown Resources Development Center, Inc., San Francisco] and at the Chancellor's Office of the California Community Colleges [implemented by Evergreen College, San Jose Community College District]. In addition, already existing curricular materials can be found at the California Department of Education, Vocational Education Unit. Through the Vocational Unit's Vocational and Occupational Information Center for Educators [VOICE], materials developed in California as well as materials available through the National Educational Resources Information Center [ERIC] can be acquired.)

Evaluation and Research. Program operators need to measure program effectiveness and efficiency. It is important to know the extent to which the LEP persons have access to enroll in programs, and how well they perform in terms of grades, scores, attendance, and attitudes. Their post-training success in placement, salary, advancement, and access to apprenticeship or further education are crucial indicators of program success. The kinds of jobs acquired and the length of time needed to get a job, the job satisfaction of trainees and the satisfaction of employers with trainee performance are also essential indicators of program effectiveness (Denniston, 1980).

It is also necessary to measure the economic benefits of these programs, including the social and economic assistance dollars saved, and the additional income and tax revenues generated. Only these figures will justify expenditures for special services to the limited-English proficient. Evaluation procedures should focus on both the process and products of programs. Evaluation should include input from program personnel, participants and employers. Data on program results should be collected through a combination of short-term and longitudinal follow-up.

Program personnel need research information in addition to program and service evaluation in order to develop and improve programs. They lack information regarding many aspects of the training and integration of limited-English proficient persons into a predominately English-speaking job market. The level and kind of English needed for specific occupations, the extent to which cultural barriers impede learning or employment, the effect of dual language instruction on the learning process, and the differences in language- and skill-training approaches for persons with different ages, skills, and education levels are just a few of the areas in need of investigation.

Planning and Coordination. The final service essential to support program personnel is planning and coordination, and it coincides with the fourth tenet of this study's theoretical framework.

Tenet No. 4 THE COMPLEX EDUCATIONAL AND EMPLOYMENT NEEDS AMONG THE LIMITED-ENGLISH PROFICIENT CAN BE MORE EFFECTIVELY ADDRESSED THROUGH COORDINATION OF EFFORTS AMONG THE VARIOUS PUBLIC DELIVERY SYSTEMS. INCREASED INVOLVEMENT OF THE PRIVATE SECTOR WILL PROVIDE INPUTS AND RESOURCES BENEFICIAL TO SERVING THE NEEDS OF THIS SPECIAL POPULATION.

The increase of LEP persons in California, and the correspondent demand for greater priority in serving their education and employment training needs occur against a backdrop of tightening public funding. Proposition 13 and a generalized anti-tax and anti-government sentiment in the State have immersed California in a period of fiscal austerity. Federal funding faces an equal or greater likelihood of decreasing volume and availability. Limited-English proficient persons will compete with other populations and interests for increasingly limited financial resources (Jones, 1981b).

Public Sector Coordination of Funds and Services

In this context coordinated program planning and implementation are critical. The California Department of Education uses a consolidated application to allocate monies to local school districts that serve the basic education needs of disadvantaged students. This process exemplifies the advantages of coordinating fund allocation. The consolidated application reduces paperwork at both the local and State levels and decreases the confusion of multiple funding cycles. It minimizes the likelihood of duplicated efforts by uncoordinated State and local bureaucracies and increases the interconnection of monies destined for similar functions and populations.

There are many federal and State assistance programs that do or could provide services to limited-English proficient persons. Their interrelatedness is neither understood nor facilitated by the current disjointedness of the various bureaucracies responsible for funds (Jones, 1981b). The results are duplicated efforts in certain research and development activities while other needed research and development activities remain unaddressed. Also, data collected to identify the LEP population often are inconsistent, not comparable, or not valid. The same data problems occur with individual and job market needs and opportunity identification. Evaluations of program and service effectiveness also have been uncoordinated and have resulted in incomparable data.

Fewer funds would reach farther if the many bureaucracies serving the same LEP populations jointly identified needs, funded and implemented programs, and regularly communicated their respective efforts to each other.

Coordinated awarding of funds is only one manner in which units and agencies can improve and make more comprehensive the services for LEP persons. Agencies can also share direct services to clients, and provide instructors, staff training, technical assistance, curricular and program planning, instructional materials, facilities, equipment, and supplies (Kirschner, 1980b).

Agencies can provide more comprehensive services to their students and can avoid the creation of new and costly technical capacities by coordinating their existing service capabilities. For example, community college, CETA, and K–12 vocational programs often have basic English literacy and language proficiency requisites for entry, yet they offer no specialized vocational supplemental language instruction, nor do they have the funds to build such capacities. Bilingual education and adult basic education ESL programs have the funds and technical capacity to offer specialized language instruction, sometimes even bilingually, yet usually do not focus on career or job-market-related needs of these populations. Nor do they encourage their students to focus on job-market-oriented activities. If these agencies coordinated their efforts, they could provide the combined language and occupational skills needed by their clients to achieve success in the job market. They could, with little increase in cost, provide comprehensive vocational education and employment training-related services to LEP persons.

These principles do not apply only to separate agencies such as CETA, community-based organizations, community colleges, K–12 schools, adult schools, the Employment Development Department, and refugee service agencies. They also apply to subgroups within agencies. Within the K–12 education system, at both the State and local levels, increased coordination among Bilingual, Migrant, Compensatory, Adult, and Vocational Education units is needed. Within the community colleges, additional coodination among Vocational Education, Extended Opportunity Programs and Services, Adult and Continuing Education, and Bilingual Education is needed.

Private Sector Involvement

Similar coordination should be fostered between the private and public sectors. Private enterprise engages in personnel training efforts. The private sector should consider the value and necessity of integrating LEP persons into its employment community. Private employers can teach technical skills, English skills, and work habits and attitudes to LEP persons. They need to know about the resultant productivity that trained LEP persons will generate on the job. Partnerships between public and private sectors should be forged on the basis of a cost-effectiveness argument.

Program planners should seek private sector input on the occupational areas in need of trained workers, and on the occupational areas in need of trained bilingual workers. Program designs should incorporate industry input on occupational and language skills needed for specific occupations. The private sector can thus assure that training realistically relates to jobs and incorporates technological advances.

Additionally, the private sector can help place trainees by identifying actual and potential job slots. It can aid in job counseling by conducting mock interviews and by providing on-site observation opportunities. Private employers can provide worksite facilities for program implementation. They can also contribute equipment and tools more current than any educational or training system can afford. Employers can provide instructional personnel, technical assistance, and instructional materials (Kirschner, 1980b).

Where long term cost-benefit arguments are not sufficient to elicit private sector involvement, tax incentive provisions should be encouraged. Finally, there are other groups that can enter the effort to provide comprehensive services to LEP persons. These include labor unions at the State and national level, who can provide policy and technical support to integrate LEP persons into apprenticeship positions, and State and national vocational associations, who have a proven lobbying record in achieving needed priority changes through legislative action.

Summary

Nationwide research and evaluation results indicate that LEP persons' access to and performance in vocational training and the job market can be improved. A large educational "bag-of-tricks" is available to design vocational programs for these people. The research suggests a four point framework:

Tenet No. 1. LANGUAGE AND CULTURAL BARRIERS MUST BE DEALT WITH IN VOCATIONAL TRAINING PROGRAMS.

Language barriers prevent communication essential to positive self-esteem and cognitive development. When positive self-image and cognitive development break down, students' motivation will be jeopardized and their performance will suffer. Cultural barriers, like language barriers, can prevent communication, diminish self-esteem, and lead to a conflict of norms that confuses students and restricts performance.

Both bilingual method (two languages of instruction) and direct method (all English instruction) can effectively cope with the special needs of LEP persons. Bilingual methodology uses the student's language and culture as bridges to help learn new languages and subjects. Where students of multilinguistic backgrounds are in a single classroom, or where political or economic situations prevent it, use of bilingual methodology may not be feasible. Direct method also may incorporate mechanisms which are sensitive to the linguistic and cultural barriers faced by students. These include practices such as matching teachers' vocabulary to the more simple vocabulary of LEP students, using English relevant to the specific needs of students (for example, job-specific or pre-vocational English), and integration of language content and subject-matter content into the same class and curriculum. Additionally, sensitivity to the learner's anxiety about humiliation and cultural denigration and awareness of potential parent/child cultural conflicts help provide a classroom which is supportive and "safe" for change, whether it is an English or vocational class.

Tenet No. 2. LANGUAGE AND OCCUPATIONAL INSTRUCTION SHOULD BE LINKED.

There are four general models for linking vocational and language instruction: Vocational English-as-a-Second-Language (VESL) instruction coupled with concurrent bilingual vocational instruction; VESL instruction coupled with concurrent vocational instruction in English; VESL instruction, followed by vocational instruction (usually monolingual English, conceivably bilingual); and VESL instruction coupled with occupation-related services. Variations are possible, depending on whether VESL is pre-vocational or occupation-specific, whether vocational instruction is provided in the classroom or on-the-job, and whether or not bilingual elements are used.

It is essential for the language being learned to relate to the occupational skills being learned or to the job market in general. Thus, the language and vocational instruction provide mutual reinforcement. Students learn English more easily because it relates to their specific needs: getting a job or succeeding in a vocational class.

Vocational ESL, not general ESL, should be used as a language methodology. By its nature VESL combines language and vocational instruction. Furthermore, VESL avoids the pitfalls of the abstract and less relevant structural and grammatical approach to English instruction. It provides situationally-oriented English instruction useful in the job market.

Vocational education methodology traditionally has proven effective in addressing the needs of populations who have been hard to reach academically. Its demonstration, hands-on, concrete-assignment approach not only relates greatly to the employment needs of the LEP population, but also is effective for instructing persons with limited English-language skills.

Tenet No. 3. COMPLETE DELIVERY SYSTEMS OF INSTRUCTION, PROGRAM SUPPORT, AND ADMINISTRATIVE SUPPORT SHOULD BE DEVELOPED.

Research and evaluation studies attest to the need for and effectiveness of support services that complement vocational and VESL instruction. Special approaches which compensate for language and cultural barriers are needed in outreach and recruitment, assessment, cultural orientation, basic and remedial education, job counseling, placement, and other support services for students.

In addition to services provided directly to the student, other services ensure that instructional and support personnel can adequately serve their clients. These include staff development, curriculum development, program and student evaluation, and planning and coordination.

Tenet No. 4. PUBLIC AND PRIVATE LINKAGES OF RESOURCES AS WELL AS COORDINATED PLANNING AND IMPLEMENTATION OF PROGRAMS SHOULD BE DEVELOPED.

Agencies can provide more comprehensive services to their LEP students and can do so without the large amounts of additional funds needed to create new and costly technical capacities. They can provide the combined language and occupational skills needed by their students for successful employment by coordinating their existing service capabilities.

Research and development requires additional coordination. A comprehensive listing of research and development needs should be compiled, and joint sponsorship of projects should be encouraged to avoid duplication and to assure comprehensiveness of results.

The long-range cost-effectiveness of vocational training for LEP persons requires partnerships between the public and private sectors. Educators should solicit employer involvement, using incentives where necessary. They should seek input from business and industry on the occupational areas in need of trained workers, and on the occupational areas in need of trained bilingual workers. Program designs should incorporate industry advice on the occupational and language skills needed for specific occupations. The private sector can thus assure that training realistically relates to jobs and incorporates technological advances. Employers also can aid placement, provide technical assistance, and assist materials development.

PART IV

VOCATIONAL TRAINING FOR LEP PERSONS: AN OVERVIEW OF CURRENT PROGRAMS IN CALIFORNIA

This section summarizes selected characteristics and problems of programs examined by the study. Complete analyses of the program models and methodologies are included in Appendix A.

As stated in the introduction, these programs were examined for descriptive purposes only. The analyses were not evaluations and did not measure efficiency or effectiveness of the various programs.

The programs included were not chosen to be a representative sample in any scientific sense. They were chosen primarily because they incorporate state-of-the-art methodologies that reflect the literature reviewed for this study and the theoretical framework of the study itself.

While the programs were not selected to be representative, they do represent a cross-section of program deliverers throughout the State. Four programs are in secondary schools, three are in adult schools, five are in community colleges, and community-based organizations administer the remaining two programs. They serve a spectrum of ethnic groups, but Hispanic or Indochinese enrollees predominate in most of the programs. About half of the projects serve refugees exclusively or predominantly, while the others serve a mixture of migrants, newly-arrived immigrants and refugees, and U.S. permanent residents. Geographically they occur throughout California: five in the southern region, six in the northern area, and three in the central portion of the State. Most serve urban areas, where the LEP population is concentrated. Two serve rural areas.

The instructional models, support services, problems encountered, and changes implemented in these fourteen programs therefore relate to a wide range of education and training situations. Both policy makers and those wishing to design programs will find value in the patterns that these programs suggest.

Instructional Models

Though some overlap, most of the programs fit into the theoretical classifications cited in Part III, Figure III-A (Models A through D).

The Center for Employment Training program, the VALE program at DeAnza College, and the Indochinese Project of the San Francisco Community College District are clearly bilingual vocational education models which correspond to Model A in the study's framework. All three provide occupation-specific VESL classes which support concurrent bilingual vocational education courses. The vocational classes have bilingual instructors complemented by bilingual aides, especially where multilingual groups are taught. The Center for Employment Training also provides bilingual "feeder" classes to teach basic theory and skills that are occupation-specific.

These occur previous to or concurrent with hands-on occupational classes also taught by bilingual personnel.

The 4/4 Program at Chinatown Resources Development Center and the PIC Program at Cupertino are both worksite-based programs where VESL courses support concurrent on-the-job training. The PIC program corresponds clearly to Model B. The 4/4 Program, while predominantly a Model B program, does provide bilingual classroom training to its clerical trainees. It therefore corresponds to Model A as well.

The programs at Valley Adult School, Modesto High School, and at the Stanislaus, Tuolumne and Mono ROP are all Model B systems. All provide VESL courses concurrent with monolingual vocational classroom training. Coordination of vocational and language instruction in the first two of these programs depends upon sustained communication, cooperation, and curriculum planning between teachers in separate classrooms. In the ROP program, vocational and language units combine in a single, team-taught class, where both teachers work side-by-side.

The programs at Westminster High School, Long Beach Community College, and the San Diego Community College District reflect theoretical Model C. Their primary intent is to provide basic, pre-vocational, and occupation-specific English instruction which will prepare students for entry into vocational education courses. In all three cases, however, students who have advanced to the occupation-specific English level may concurrently enroll in vocational classes. In such instances, these programs reflect the organizational relationships of theoretical Model B.

The Educational Cultural Complex Program and the Cupertino Partnership with Industry Program are both Model D structures. Both provide only VESL and employment-related services to their clientele. The Cupertino Program provides VESL and job counseling services to persons who already have jobs. It helps employees to maintain their jobs and to advance in their field. The Educational Cultural Complex Program improves the job-readiness of those persons who already have some occupational skills, but who are unemployed. It does this by providing VESL and job-search skills and placement services to program enrollees. Occasionally the enrollees enter concurrent vocational classes, and in such cases the program reflects the structure of Model B.

The Salinas situation does not clearly fit any of the theoretical models, yet it has some characteristics of all of them. While no single program or course provides coordinated language and vocational skills to LEP persons, a variety of English language classes, vocational classes, and vocational services are being implemented. Vocational, ROP, and Bilingual Education personnel plan to coordinate a district-wide system that will allow LEP persons to complete a mainstream vocational education.

Support Services

All of the programs included here provide a fairly comprehensive assortment of support services for program enrollees, with emphasis in the area of job-search skills. The single service common to all programs is job counseling.

Almost all provide placement and follow-up services, cultural orientation, some sort of assessment for selection, and outreach and recruitment. Half of the programs provide help in remedial skills. Half of them provide stipends for attendance. A number of them also provide additional services such as transportation, day care, and personal counseling. Some programs provide these in-house; other programs provide them through linkages with other agencies.

Counselors usually provide job counseling, though most programs also teach job-search skills in pre-vocational English classes. The San Francisco Community College, Long Beach Community College, and Valley Adult School programs integrate a special job preparation course into the curriculum.

In-house staff usually handle placement, but are sometimes assisted by linkages with other community agencies. Most programs followup students but usually for information-gathering purposes only. Two programs, the Center for Employment Training and the San Francisco Community College District, clearly orient their follow-up to problem solving and counseling on the job, though other programs do this incidentally.

Outreach and recruitment receive relatively low priority in most programs, since they almost all have long waiting lists of applicants. Most programs find word-of-mouth their most effective approach. Programs where additional recruitment effort is planned include the high school programs: Westminster, Modesto, Salinas, and the Stanislaus, Tuolumne, Mono ROP. The Cupertino Partnership with Industry Program faces a unique recruitment situation: the program itself must first be marketed to firms. Then, after an employer agrees to the project, staff must recruit LEP employees.

Selection and assessment approaches vary radically among the programs. The Center for Employment Training has no selection criteria other than CETA eligibility and deliberately avoids formal testing or assessment. For some of the high school programs the only requirement is high school enrollment. Other programs select students on the basis of attitude, motivation level, occupational aptitude, English proficiency, basic skills ability, or primary language proficiency. Depending on the program, these characteristics are measured in an informal interview, by specially developed tests, or by standardized diagnostic and/or proficiency instruments.

The English proficiency required for entry also varies. Most programs, however, require at least a high-beginning English proficiency for entry into their vocational-oriented components. Long Beach and San Diego Colleges and Valley Vocational School accept persons of zero English ability into general ESL classes in which students prepare to advance into vocational skill and language course work. Only the Center for Employment Training and De Anza will place a person with zero-level English proficiency directly into vocational training.

The program with the most comprehensive set of in-house support services is the Center for Employment Training; CET can meet almost any need encountered in the job preparation and training process with its own staff. Some other programs have services that are nearly as comprehensive, available from staff members as well as through connections with other service agencies.

Bilingual Mode

The Model A programs—the Center for Employment Training, the De Anza VALE Program, and the San Francisco Community College District Indochinese Program—provide all their services and classes bilingually. They use bilingual vocational instruction and bilingual support staff. Even English-language classes have bilingual instructors or bilingual aides. The Chinatown Resources 4/4 Project, though it does not provide its primary vocational (OJT) component bilingually, is a bilingual program in every other respect. VESL, support services, and clerical classroom training all use bilingual personnel and bilingual materials.

Other programs in the study provide monolingual vocational instruction, though a couple of them do have bilingual aides and/or materials in the vocational classrooms. Some VESL classes also receive support from bilingual aides. Support services, particularly job counseling and recruitment, occasionally use bilingual personnel or materials. For the most part, though, the programs other than the first four above do not provide bilingual delivery of courses, but rather provide support for monolingual English delivery.

Coordination

Half the programs link with social service agencies which effectively aid them in recruitment and placement. Those who have the closest relationship with the private sector include the Center for Employment Training, Chinatown Resources Development Center, and the PIC and Partnership Programs in Cupertino. The first two of these have been in operation the longest, fourteen and twelve years, and have developed reputations for dependability within industry. They have also integrated private sector representatives into programming and placement efforts. The Chinatown Resources Development Center 4/4 Program and the PIC Program provide their vocational training in an OJT format which requires constant communication with employers. The Partnership Program also takes place within private enterprise and involves considerable private sector input into program organization.

Additionally, over half the programs coordinate with other agencies in curriculum development. Programs commonly seek curricular materials or input for materials development from private enterprise and from other programs and schools.

The Center for Employment Training and Chinatown Resources Development Center exemplify coordination with public agencies. Again, these are the oldest programs studied. The Center for Employment Training established an alternative high school in partnership with the Santa Clara County Office of Education. The Chinatown Resources Project formed an alliance with the San Francisco Community College District whereby District-paid ESL teachers give English classes at the Chinatown Center and the College District receives the ADA generated.

Within most of the programs, coordination among educational units is occurring, especially between vocational and ESL teachers.

In some programs several staff units integrate their activities. In Modesto, for example, Migrant, Vocational, and Bilingual Education Units cooperate in a joint project. In Salinas, Bilingual, Vocational, and ROP Units coordinate efforts.

Funding and Duration

A broad cross-section of funding sources supports the various programs. The major legislative funding sources include the Vocational Education Act (VEA), Title I, Part A, Subpart 3 and Title II, Part B, Subparts 2 and 3; CETA Section 303, Title VII, and Title II-B; the Indochinese Refugee Assistance Program; Economic Impact Aid; and General Apportionment and ROP revenues.

Most of the projects receive special grants for a limited period—one year only in several cases. In few cases are these programs based on "hard" money; that is, few are assured of continuation as part of an ongoing educational or training system. Half of the programs have been in existence for one year or less, several more for two years, and only four for five years or more.

Problems in Service Delivery

Problems encountered by the various programs in delivering services to LEP persons are numerous and diffuse. But a few surface repeatedly. In order of frequency, they are:

1. Difficulty of teaching persons of diverse English proficiency, educational levels and cultural backgrounds in the same classroom.
2. Lack of curricular materials.
3. Difficulty in coordinating English and vocational instruction.
4. Overcrowded classrooms and long waiting lists.
5. Lack of knowledge about the language needs of specific jobs.
6. Difficulty in bridging the cultural gaps.
7. Difficulty of getting limited-English proficient persons into vocational classes because of minimum language prerequisites.
8. Low basic educational level of enrollees.
9. Lack of teaching personnel trained in VESL.
10. Lack of stable funding.
11. Lack of bilingual vocational teachers.
12. Lack of programs and materials for teaching pre-literate persons.

Changes in Programming

In response to the problems listed, programs changed their curriculum and service delivery. Programs, particularly those that have been in operation longest, have:

1. Increased the adaptability of their course-work to individual student needs.
2. Moved from structural ESL to a situational-vocational ESL curricular format.
3. Increased emphasis on speaking and listening skills.
4. Increased coordination between vocational and ESL components.
5. Developed or expanded cultural orientation.
6. Provided staff in-service to increase skills of personnel.
7. Increased the priority of enrollee motivation level as a criterion for entry.

8. Increased emphasis on practical hands-on experience in vocational classes.
9. Where the capacity exists, increased use of primary language in concept explanation.

Regarding curriculum materials development, the longer programs have been in existence, the more they have:

1. Developed at least some of their own materials.
2. Integrated task analysis into VESL materials development.
3. Simplified materials, using more concrete vocabulary.

Some programs completed major curriculum development packages. Chinatown Resources Development Center authored the ICB-VESL materials (now published) that are being used in at least half the programs analyzed. The Long Beach Program, through a local consortium effort, prepared a curricular guide for pre-literate English instruction. Both the Valley Vocational School and the Educational Cultural Complex have developed occupation-specific VESL materials.

PART V
SOURCES OF FUNDING

Appendix B lists forty-two funding sources which can be used to provide vocational education and employment training-related services to limited-English proficient persons. This is not an exhaustive list. There are State educational apportionment monies and Regional Occupational Program/Center (ROP/C) revenues that are not listed here. While these monies are not allocated specifically for this population, local school and college districts and ROP/Cs may use them to service clients of those agencies. Thus, where local policy encourages it, districts or regions may give priority to serving limited-English proficient populations, and use portions of such monies to that end. Local program operators should explore with their administrators the funding options available, and should establish the community level solidarity necessary to encourage that LEP needs receive priority in local resource allocation. It is hoped that material presented earlier in this document will help program operators justify increased priority for LEP persons.

Of the money sources listed, most originate in federal legislation. They are channelled through federal agencies, either directly to local agencies or through a State agency or local Prime Sponsor. Most are categorical in some sense, destined for certain target populations—the disadvantaged, the unemployed, the limited-English proficient—or for certain program functions—to provide job training, basic skills instruction, or bilingual vocational education. These funds generally are intended to be developmental; that is, they provide "seed" monies necessary to begin local activities that federal law considers necessary.

Local agencies receive some of the listed funds by way of formula allocation. For example, VEA Subpart II funds and CETA 204c(1) funds go to LEAs and CETA Prime Sponsors respectively to serve certain categorical functions not limited to one specific target group. Parts of those monies, however, could provide for the needs of limited-English proficient persons if local priorities allowed for that.

Local agencies receive other money listed here specifically to serve limited-English proficient persons or to serve populations that tend to contain high numbers of LEP persons. For example, VEA Subpart II set/aside funds for the disadvantaged LES/NES populations and CETA Section 303 monies for migrant and seasonal farmworkers operate in this manner.

Many agencies receive funds designated for research or exemplary program development on a competitive bid basis. While certain of these, such as VEA Title I, Subpart 3, and a portion of VEA, Title II, Subpart 3 funds, are specifically designated for LEP populations, others do not necessarily focus on a given target population. Nevertheless, they may provide for services to LEP populations as long as other specifications of the various funding sources are met.

Approximately half the funding sources listed here are available through competitive bid. Local agencies interested in establishing demonstration projects should contact the various agencies listed, ask for information on the funding cycles, and request to be placed on the funding agency's mailing list and to receive all requests for proposal circulated by that agency.

Though funds that are allocated by formula tend to have a more restrictive range of eligible applicants, local agencies not included as eligible should not "write off" those funding sources. Most CETA funds go directly to local Prime Sponsors and most VEA funds go exclusively to local education agencies. But both CETA prime sponsors and LEAs can and do subcontract. Agencies not eligible for direct funding may still be funded by subcontracting with local agencies directly responsible or eligible. Local-level communication and coordination are important keys to fund availability.

Not all of the funding sources specifically provide vocational instruction and language instruction. All of the sources do, however, provide services that could integrate into comprehensive vocational education and employment training efforts to serve LEP persons. Local- and State-level coordination of funding sources listed here, either through joint planning, funding, and implementation of new programs or through coupling the services of programs already in place, could improve the comprehensiveness of services provided to LEP target populations.

How to Use the Tables of Resources

Each line in each table describes a funding source. Tables are grouped by name of the enacting legislation or by general descriptive category. The main categories of funding are VEA, CETA, Elementary and Secondary Education Act (ESEA), Adult Education, Refugee Assistance, American Indian Programs, miscellaneous federal and miscellaneous State sources. Each entry includes the following four sets of information:

1. **Funding sources**—The legislative bill name and number, the bill title and section, the program name, the funding agency to whom local agencies apply, the federal funding agency (where that agency is different than the agency of application), and whether funds are available by allocation or competitive bid. A list of current (June 1, 1981) addresses for the various funding agencies is at the end of the tables.
2. **Local delivery agency responsible or eligible**—The local agencies that may apply for formula grants or that may compete in bidding. Possible agencies are elementary, secondary and secondary adult schools; ROP/Cs; community colleges; private postsecondary schools; universities; prime sponsors and community-based organizations; and migrant services.
3. **Restriction on population group eligibility**—If a source restricts funds to a particular LEP group, this section will indicate those restrictions. The groups are refugees only, American Indians only, or specific age limitations. While the table lists no specific age limitation, the reader may assume that any age group normally served by institutions

eligible for funds can be served with those funds. (For example, if secondary schools are eligible, and no specific age restriction is listed, the reader may assume that all age groups normally served by secondary schools can be served with the funds.)

4. **Instruction and support activities fundable**—Demonstration projects, vocational instruction, English-as-a-Second-Language or Vocational English as a Second Language, Basic and Remedial Education, Support Services, Stipends, Staff Development, Curriculum Development, Research and Evaluation, and Planning and Coordination.

Agencies in search of funds should first determine the program activities they desire for their LEP target population. Once they determine the specific activities, they should locate the appropriate activity columns in the tables. Search those columns downward, noting the lines where the column contains a check. Follow those lines horizontally to find information on the funding source, on agencies eligible to apply for funds and how they can do so, and on any restrictions on target population.

Currency of this information

The tables do not provide data on funding cycles, funding levels, phone numbers and personal contacts because such information changes frequently. The data on resource names and sources, eligibility, and activities are accurate as of June 15, 1981. At any time, legislative and administrative action at federal and State levels may change any aspect of these funding resources. Elimination of funding sources altogether may occur.

The Federal Register (available at libraries) and Congressmen are good sources of updated information on federal funding resources, including addresses. Legislators are key sources for updated information on State and federal funding resources. The federal government publishes a new Catalog of Domestic Assistance each year. The tables list catalog numbers by each funding source, which may guide the reader to updated entries in new editions of the Catalog.

One last caution!

Persistence may be necessary to investigate and apply for funds. One program operator complained of spending a full day and countless telephone calls to locate information on one direct federal funding source. Bureaucracies are complex and compartmentalized, and different funding sources are handled by different departments. Not all departments will know about what other departments are doing. This results from specialization, not from incompetence or unresponsiveness. But when the "run-around" goes beyond the bounds of specialization, Congressmen and legislators are, once again, good sources of help.

HORIZON

RECOMMENDATIONS
FOR CHANGE

PART VI
RECOMMENDATIONS FOR CHANGE

The California Advisory Council on Vocational Education initiated this study for two reasons: (1) to increase the priority for vocational services to limited-English proficient persons in the State and (2) to generate coordination of vocational education-related services and funding available to serve LEP persons.

It is with these objectives in mind that CACVE makes the following recommendations, some for long range planning activities and others for immediate action, to the Governor and the Legislature, to State agencies, and to local agencies.

In order to increase the priority for vocational services for limited-English proficient persons, the Advisory Council recommends that the Governor and State Legislature:

1. Establish an *ad hoc* California Task Force on Services to the Limited-English Proficient Population, which should be charged to review funding and programming related to LEP persons. In particular, it should
   a. review policy of all funding sources and agencies currently providing education and employment training-related services to LEP persons;
   b. make recommendations to facilitate coordination of funds and services provided by programs and agencies responsible for serving LEP persons and to streamline and increase the effectiveness of these programs;
   c. oversee the development of a coordinated data base of information on California's LEP population, one that is based on common operational definitions and reporting format; and
   d. authorize and fund an evaluation of the programs currently providing vocational education and employment training to LEP persons in order to determine what kinds of programs merit further funding.
2. Assure that future State legislation regarding Bilingual Education or other services to LEP persons—legislation regarding program creation, funds appropriation, or teacher training/credentialing—include language that ensures access to and emphasizes linkage with vocational training, and that recognizes vocational training as a highly effective approach to success in today's job market.
3. Also, assure that any future State legislation which provides vocational training opportunities to the California populace in general and to the disadvantaged in particular include language which guarantees that the needs of the LEP population will be considered in program design and fund allocation.
4. Develop an incentive package to encourage private employers to train and hire LEP persons, and to establish training and placement partnerships with schools and community-based organiza-

tions. Options to explore include tax incentives, grants for demonstration project development, and direct subsidizing of materials development. The purpose of these packages is to ensure that both private enterprise and the State share in the implementation of new program approaches.

The Advisory Council, in order to generate coordination at the State administrative policy level, urges the State Board of Education and the Superintendent of Public Instruction, the Board of Governors and the Chancellor of the California Community Colleges, and the directors of the Employment Development Department, the Department of Social Services, the Department of Rehabilitation, the Department of Corrections, and the California Youth Authority to select representatives to an interagency policy task force with the charge to review funding and programming related to LEP persons within those agencies. CACVE suggests that this initiative be taken by the Interagency Committee on which some of these agencies are already represented, with the proviso that all agencies mentioned here be represented on the task force. In particular, the task force should

1. Review the policy of these agencies regarding provision of services to LEP persons and develop clear policy statements which encourage all LEP-oriented efforts to be provided in a comprehensive and coordinated fashion.
2. Develop policy and operations recommendations to streamline and increase the effectiveness of programs for LEP persons.
3. Investigate and make recommendations to consolidate into fewer packages the funds related to programs for LEP persons, and to organize them into parallel time frames and funding cycles.
4. Facilitate the development of an operational definition of "limited-English proficient person" applicable across all agencies, so that data collection systems of the various agencies will collect comparable information on LEP population size and needs.
5. Outline the evaluation needs within the area of vocational services to LEP persons and implement evaluations of program effectiveness that use comparable data definitions and collection procedures.
6. Oversee the formation of an interagency clearinghouse for research and development projects, to be staffed by representatives from each agency **and from each pertinent agency sub-unit.**
   a. A single list of research and development needs for LEP persons should be developed.
   b. All research and development priorities should be reviewed jointly.
   c. **The priorities should continue to be monitored as they are transformed into requests for proposal and specific projects.**
   d. This liaison among agencies should avoid duplication of effort and assure optimum attention to all needs.
   e. Implementation and dissemination of the outcomes of research and development efforts should be ensured.
7. Assure that within each agency and

within each pertinent agency sub-unit there are staff members **designated** to be responsible for generating vocational training-related services for LEP persons. Persons with expertise and training in providing vocational-related services to LEP persons should be hired. Where new hires can't occur, appropriate in-servicing should be provided to persons already on staff.

a. **In the State Department of Education:**
   - A person with expertise and training in the area of providing vocational services to LEP persons should be in place on the staff of the **Vocational Education Unit.**
   - Persons with similar expertise should be on the staffs of **Compensatory Education, Bilingual Education, Migrant Education, and Adult Education.**

b. **In the Chancellor's Office of the California Community Colleges:**
   - A person with expertise and training in the area of providing vocational services to LEP persons should be on the **College Services Staff.**
   - Persons with similar expertise should be able to provide staff support in the areas of **Bilingual Education, Extended Opportunity Programs and Services, and Adult Education.**

c. In the **Department of Social Services, Department of Rehabilitation, Department of Corrections, the Employment Development Department/State CETA Office, and the California Youth Authority** persons with expertise and training in the area of vocational services to LEP persons should be on the staff of those departments serving LEP persons in general or refugees in particular.

8. These staff members, once in place, should be designated by the interagency policy-level task force as the staff persons responsible for **operational coordination of efforts** at the State level. These staff members should meet periodically, as intra-agency committees (where multiple units exist within one agency) and as an inter-agency committee, to assure coordination of LEP-oriented efforts. Their purposes in communicating and coordinating activities should include:
   a. **Technical assistance** to local agencies throughout the State, in the area of **program service coordination and funds consolidation.** In the current fiscal environment, it is essential that local agencies maximize resources available by combining their personnel, facility, and service capacities in coordinated service delivery. State staff should encourage this through
      - personal visits and in-service workshops,
      - dissemination of program models where this has successfully occurred, and
      - provision of information on fund matching and consolidation.

   b. **Technical assistance in staff development** and in-service education efforts in the area of vocational-related services to LEP persons. Staff providing any services to LEP persons need to be aware of and sympathetic to the effectiveness of vocational training. Staff providing vocational services need to be cognizant of and equipped to effectively address the needs of LEP persons. State staff should encourage this through

- in-service workshops which provide substantive information on LEP persons' language and vocational needs to teachers and administrators and counselors,
- encouraging universities which provide pre-service and in-service teacher training to offer courses in the area of vocational services for LEP persons, and
- encouraging local policymakers to provide salary credit incentives for staff members who take these essential courses.

c. **Coordination** of efforts funded by State and federal **research** and **development** monies, by:

- compiling a list of needs,
- monitoring R&D projects in agencies throughout the State to assure that efforts are not being duplicated, and
- assuring dissemination of models and materials to the local level.

9. The members of the State-level policy task force, through their respective staff members participating in the interagency research and development clearinghouse, should ensure that the following research and development needs are addressed.

a. In the area of model and materials development:

- Development of learner-centered models flexible enough to meet needs of diverse LEP subpopulations and which combine language and occupational skills instruction and support services in a comprehensive program package. Particular attention should be paid to developing models to meet the needs of low-beginning-level LEP persons.
- Development of staff inservicing for teachers, aides, counselors, and administrators which imparts an understanding of cross-cultural communication problems, and which provides specific techniques to improve the ability of personnel to effectively provide services to LEP persons.
- Development of career awareness and career exploration materials, including primary-language components for use with low-beginning-level LEP persons in lower grades (before 7th grade) and other materials for use with adults.
- Development of multi-sensory instruments to diagnose occupational interest, aptitude and skills, including primary-language components for use with low-beginning-level LEP persons.
- Development of diagnostic instrumentation for measuring VESL proficiency, for use in program placement (pre-test) and in trainee evaluation (post-test).

- Development of occupational counseling and guidance materials for LEP persons, including primary-language components for use with low-beginning-level LEP persons.
- Development of vocational-English language and bilingual vocational curricular materials for low, middle, and advanced limited-English proficient persons, in semi-skilled and skilled specific occupational areas.
- Development of materials for providing cultural orientation to the U.S. job market and education, with primary-language components for use with low-beginning-level LEP persons.
- Development of process and product evaluation models which can measure the efficiency and effectiveness of models providing vocational education and employment training to LEP persons. Short term and longitudinal follow-up evaluation procedures should be used.
- Assure adequate dissemination of materials developed.

b. In the area of research, monies should be allotted to investigate
   - the level of English language needs for specific occupations,
   - the occupational areas where limited-English proficient persons can best perform occupational skills,
   - the occupational areas where bilingual skills are needed or advantageous, and
   - the extent to which cultural barriers affect learning or impede employment.

CACVE believes that the most essential focus for effectively addressing the needs of LEP persons is local-level programming. With that in mind, CACVE addresses the following recommendations to local policy boards and program operators.

1. The efforts and capabilities of Vocational, Bilingual, Compensatory, Extended Opportunity Programs and Services, Migrant, and Adult educators should be coordinated. The resources and service capabilities of the academic programs of schools should be merged with those in the vocational programs of schools, and with services available in community-based organizations outside of the institutionalized educational system. Though new monies may not be available, more concerted coordination of resources already available can improve the benefits to LEP persons of educational and training programs.
2. Bilingual, Migrant, and other counselors and teachers not involved in vocational training should recognize the value of vocational education in successfully integrating its graduates into the job market. They should assure that their LEP students have an opportunity to enroll in vocational courses. They should establish linkages which allow them to provide the special language and auxiliary support necessary to assure the success of LEP persons in those vocational courses.
3. English prerequisites to enter into voca-

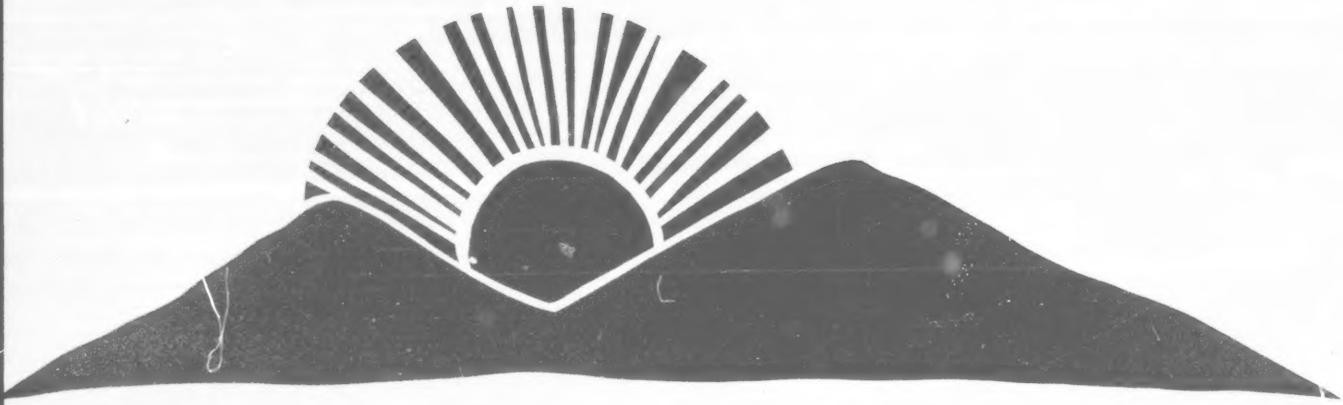
tional courses should be lowered or eliminated, as additional language support services are made available to LEP enrollees through coordination with school units or agencies able to provide both language and other specialized support.

4. In-service for current teaching personnel should be encouraged through providing recognition within salary promotion schedules for courses that equip teachers to ably deliver vocational services to LEP persons.
5. Local educators and employment training personnel should form consortiums to encourage development and sharing of program delivery models, curricular materials, and staff expertise.
6. The help of members of the limited-English proficient community should be enlisted in needs definition and program planning.

HORIZON

APPENDICES

- A. Programs in California
- B. Sources of Funding
- C. Steering Committee Members



APPENDIX A

VOCATIONAL TRAINING FOR LEP PERSONS
COMPLETE ANALYSES OF CURRENT PROGRAMS IN CALIFORNIA

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CENTER FOR EMPLOYMENT AND TRAINING, SAN JOSE

GENERAL PROGRAM INFORMATION

The Center for Employment and Training (CET), 425 South Market Street, San Jose, 95113, has been operating since November 1967. There are over thirty CET branches and centers in six western states, some operating independently, most under the direct administration of CET in San Jose. The primary funding sources are CETA Section 303 monies targeted to migrant and seasonal farm workers and various CETA monies available through local Prime Sponsors. CET has developed extensive linkages with private enterprises that aid in placement and input to program design.

CET's objectives are to provide entry-level job skills, as well as necessary English-language skills and job-search-and-maintenance skills. Students enroll in twenty-seven different occupational areas in a completely individualized, open-entry, open-exit program that lasts from an average seventeen weeks for electronics assembly to an average forty weeks for computer service technicians. Both occupational-specific and general vocational English complement the vocational skill training. All students receive individual support services necessary to progress through the program and into unsubsidized job placement. Students attend six and a half hours of class per day, five days per week. These hours are divided among academic, occupational skill, and counseling activities, depending on the needs of each student.

CET serves approximately 3,000 students per year, 2,000 of those in the San Jose-administered centers. Most CET trainees are adults, and almost two-thirds of the trainees in 1980 were males. A wide range of language groups attend, but Hispanics predominate. Though significant numbers of refugees and permanent residents use the program, most participants are migrant and seasonal farm workers. Almost half of the trainees in 1980 were limited- and non-English proficient. At entry, LEP students' English skills range from zero to intermediate. Trainees entering the program had completed on the average a tenth-grade education. Most are unemployed at entry, are under poverty level, and do not have any specific occupational skills of value to the primary labor market.

ENGLISH LANGUAGE INSTRUCTION

The primary purpose of CET language instruction is to provide occupation-specific language instruction to trainees to help them progress in their vocational classes. However, CET also emphasizes pre-vocational and survival ESL. In-house teachers who usually have some bilingual capability provide instruction. Teachers who are monolingual English-speaking have the support of a bilingual aide.

The level of instruction varies from preliteracy to intermediate, often within the same classroom. Instruction is bilingual, with primary language mainly used for conceptual explanations. Persons with no English proficiency receive a greater proportion of primary language instruction; as the classes progress, primary language use decreases.

Seventy to eighty percent of the language instruction teaches speaking and listening skills, with minimal time spent on reading and writing. The curriculum, in English, was developed primarily in-house. Students learn language through a combination of audio-lingual and cognitive methods, which involve both conceptual explanation and repetition drills. The classes are open-entry, open-exit, and use tutors, audio-tapes, questions and answers, and work sheets as additional teaching techniques and aids. Instructors establish language performance objectives and measure students' progress by observing classroom participation.

Input on occupational language needs of students comes from vocational instructors and the CET Industrial Advisory Board, which includes private employers. Job developers, in constant contact with employers, provide additional feedback.

The primary difficulties encountered in language instruction have included teaching multi-level language students or multi-occupational vocabulary in a single ESL class; the lack of staff acquaintances with vocational ESL concepts; a need for more coordination between language and vocational instructors; and inadequate language instruction support for the pre-literate level. To adapt their language services, program operators have increased emphasis on listening and speaking and on staff training which encourages cooperation between ESL and vocational instructors.

Language and vocational instruction occur concurrently. Trainees are released from their vocational classes each day for the number of hours necessary—usually one or two—to study vocational English. Coordination of language and vocational instruction occurs in curriculum planning in the case of electronics, and through periodic student evaluation and informal communication between language and vocational teachers in the other classes.

VOCATIONAL INSTRUCTION

The primary purpose of vocational instruction is to provide trainees with entry-level job skills, which requires considerable emphasis on work habits and attitudes. In-house instructors teach occupational skills in the classroom. Students may choose from more than twenty occupational subjects.

The teaching staff is predominately bilingual, with bilingual aides where necessary. Instruction is bilingual, with primary language used to provide conceptual explanation and clarification. The use of primary language remains fairly constant in the classroom, since the open-entry/open-exit classes regularly admit new students. The curricular materials, some purchased, but many developed in-house, are primarily in English.

The vocational instruction is completely individualized. The classes are open-entry/open-exit, and students work at their own pace. Feeder classes provide theory and basic conceptual skills to students, in some cases before hands-on training (machinist), in other cases during training (welding). Joint curriculum development ensures coordinated materials in both vocational feeder and vocational hands-on classes. Vocational and language instruction coordinate also at the individual student level, through a joint evaluation team: every one to two weeks the feeder instructor, the hands-on instructor, the counselor, the ESL instructor, and the job developer (and remediation teacher when required) meet to examine the progress of each student. They review the instruction needs of the student and determine the coordination among instructors and support staff necessary to provide these needs. Finally, aides and peer tutors provide individual help to students if necessary.

Vocational instruction is competency-based. Instructors have a competency check list and progress chart for each student. They measure student progress by observing task performance, and in some skill areas, by workbook exercises. Teaching approaches include lecture and discussion, demonstration, and especially hands-on practice.

CET job developers survey employers on the occupational skills needed by trainees. Private employment representatives on the Industrial Advisory Board periodically visit classrooms and review curriculum as well. In addition, most instructors have many years of experience in their trades, and keep aware of technological advances through continued contact with private industry.

The primary difficulties encountered in providing vocational instruction have included a lack of equipment in some occupational areas and teaching multiple literacy levels and multiple skill levels in an open-entry/open-exit class. The most significant change in approach has been to provide feeder and hands-on classes concurrently in most skill areas.

SUPPORT SERVICES

Recruitment and Outreach

Recruitment and outreach occur minimally through media announcements in English and Spanish. For the most part word-of-mouth attracts more applicants than can be served by CET, which results in long waiting lists for most skills training classes. Referrals come to CET from CETA Prime Sponsors, the California Departments of Social Services, Employment Development, and Rehabilitation, and from churches and other community-based organizations.

Selection, Initial Assessment

Applicants for CET program must be CETA-eligible; that is, they must be disadvantaged. There are no other selection criteria. The Center uses no formalized or standardized tests, since CET believes that testing intimidates and has a detrimental effect on trainees. Applicants initially fill out a simple application, and speak with an intake counselor who subjectively assesses the applicant's interests and needs. Applicants then receive a pre-orientation to CET's programs and services. Based on their self-perceived needs and interests, and with the aid of a counselor, they select a skill-training program. Staff members develop an individual employment development plan which lists all services necessary to make the person job-ready. While waiting for a skill class, the applicant receives support services to eliminate obstacles to job readiness, including child care, housing, legal aid, and driver's-license training.

CET provides an initial three-day assessment and exploration period so that both applicants and instructors can decide whether the skill class is appropriate. If not, the applicant and staff mutually select another class. After the assessment/exploration period, the applicant enrolls in the program and thereafter receives a stipend for class hours attended.

The difficulty encountered in CET's selection approach is that some applicants choose classes without adequate knowledge of or interest in the skill areas. CET mitigates this problem through the pre-orientation, the three-day exploration period, and flexibility in transferring students to alternative courses.

Basic Education

The vocational feeder classes offer remedial reading, writing, math, and survival skills that are related to specific jobs. CET trainees also may attend a reading remediation laboratory, where a certified reading remediation specialist provides individual support to students who need it. GED classes and opportunity for diploma credit are offered in-house through an alternative high school. The bilingual staff in these classes use primary language mainly for conceptual explanation and clarification, and the use of primary language decreases as students progress in the classes. CET generally develops its own curricular materials, which are in English. All feeder and alternative high school classes are open-entry/open-exit. Teaching techniques include lecture and discussion, tutoring, and conversation.

The alternative high school exists through a linkage with the County Office of Education. CET provides facilities, curriculum, and students, as well as stipends, supportive services and vocational instruction. The Office of Education provides staff, gains the ADA generated, and awards academic credit and work permits. CET serves only students who are clearly out-of-school, not potential drop-outs. Upon entering the CET alternative high school, these students earn credit through the public school system.

CET originally provided remedial instruction for the separate basic skills—math, reading, and writing. It finds that the vocation-specific feeder approach is more effective, however, because of the increased relevance of job-related basic skills instruction.

Cultural Orientation

CET staff members state that their clients do not face any particular cultural obstacles to job market success. The training program does not provide any special cultural orientation. However, training classes simulate job situations to the extent possible, including use of time clocks. Program alumni often visit CET and function as role models to reinforce positive job behavior and attitudes. Finally, ESL instructors informally discuss U.S. cultural concepts of punctuality, efficiency, and interpersonal communication.

Job Counseling

CET provides comprehensive in-house job counseling. Job counseling fosters job-search-and-readiness skills, emphasizing the expectations that employers will have of their employees. Trainees also receive information about career options in their field of training. Staff is predominately bilingual.

All vocational and language teachers provide guidance regarding work habits and attitudes throughout the classes. In addition, the vocational teacher and student schedule a feedback session each week. Support counselors supplement the classroom counseling with a range of activities, including individual sessions, small group work, industrial site visits, and presentations by employers and former CET trainees who now work in business and industry.

Placement and Follow-up

CET job developers provide job identification and development, job referral, and follow-up services. The staff members are predominately bilingual. They generally contact employers personally to develop jobs, but also receive help from CET alumni working in the private sector. Media advertising and input from a very active Industrial Advisory Board also help placement efforts. Job developers counsel trainees about dress, behavior, and communication techniques. CET has increased emphasis on the pre-interview preparation of trainees as well as on the involvement of the Industrial Advisory Board in placement efforts.

Follow-up occurs after 30, 60, 90, 180, and 360 days. At these intervals, the follow-up staff members counsel former students and help solve problems on the job, as well as collect information for the CET records.

Additional Support Services

Other in-house support services include personal counseling, transportation, stipends, legal services, driver's-license training, and individual tutoring. All services can be provided in the client's primary language, since support staff are predominately bilingual. Local social service agencies provide specialized personal counseling and day care services through referral linkages with CET. Trainees receive the minimum wage for each hour of class, which usually amounts to $100 per week.

ADMINISTRATIVE SUPPORT SERVICES

Staff and curriculum development occur in-house. A CET staff member has primary responsibility for coordinating these activities, and receives budget support out of both CETA 303 and Prime Sponsor allocations. Staff development takes place in seminars and workships, conducted either by the CET staff training coordinator or by contracted experts. The CET staff training coordinator and staff teachers develop curricula. Curriclum design incorporates data collected from surveys of employer needs.

Program planning involves a coordinated effort between CET, the County Office of Education, CETA Prime Sponsors, and federal funding agencies. The Industrial Advisory Board, which strongly represents the employment community, also is involved in planning.

Program evaluation occurs at several levels. The federal Department of Labor and local CETA Prime Sponsors regularly audit the program. They evaluate the completion and placement levels and related cost-effectiveness indicators such as cost per completion and cost per placement. In addition, CET recently hired a third-party evaluator to review both the process and outcome aspects of the program. Individual student records supply information regarding competencies, both language and occupational. Placement and follow-up records collected by support personnel provide data on job market-related outcomes such as placement, salary level, and job retention.

VOCATIONAL ASSISTANCE IN LANGUAGE AND ELECTRONICS
DE ANZA COLLEGE, SUNNYVALE

GENERAL PROGRAM INFORMATION

The Vocational Assistance in Language and Electronics (VALE) program is operated by the DeAnza Community College Bilingual Center, 815 West McKinley, Sunnyvale 94086. The program began in September 1979, and is funded through VEA Title I, Part A, Subpart 3, bilingual vocational education monies granted to the College by the U.S. Department of Education. DeAnza College is the other source of funding, providing facilities, salaries, and supplies.

VALE's objectives are to provide students with specific occupational skills, English language skills, and job-search-and-maintenance skills. Students enroll in a four-quarter program which includes 25–35 hours per week of instruction.

Over the course of the program students earn forty-seven credits in electronics and seven and a half units in vocational English. Weekly class schedules usually include six to ten hours of VESL classroom instruction, two to five hours of VESL tutoring, and ten to fifteen hours of vocational instruction, with additional hours of vocational lab work. The hours and mix of instruction vary from person to person and from quarter to quarter depending on the particular needs of the student.

The program currently serves thirty persons per year, but has a capacity of forty-five. Students are adults and are all Hispanic. Most are long time residents of the DeAnza area, and all have English proficiency of zero to beginning. Their previous education ranges widely. Most are unemployed or underemployed, under proverty income level, and do not have occupational skills of value in the primary labor market.

ENGLISH LANGUAGE INSTRUCTION

The purpose of language instruction is to provide occupation-specific language skills to help students progress in their vocational classes. Language instruction staff is bilingual. The language of instruction is primarily English, though conceptual explanation and clarification require use of the primary language about ten percent of the time. The curriculum was developed in-house and is in English. Sixty percent of the language instruction teaches listening and speaking skills, with secondary emphasis on reading and writing. Problem-solving, conversation, group process, role plays, visual materials, audio tapes and peer tutors are used as teaching techniques and aids. Input on occupational language skills needed by students comes from on-site job observation and from vocational teachers. Teachers measure student progress through quizzes and oral question-and-answer exchanges.

Primary difficulties encountered in language instruction include lack of materials, multiple language levels of students, and diverse social backgrounds of students. Changes made over the course of the program include increased use of vocational ESL instead of general ESL, and heightened coordination of language and vocational components.

Language and vocational instruction occur concurrently. They are coordinated through joint curriculum design and regular contact between vocational and language teachers.

VOCATIONAL INSTRUCTION

Vocational instruction provides students with job skills, career exploration, and general work habits and attitudes. Instructors teach occupational skills in a classroom during most of the program. During the third and fourth quarters, on-the-job training and work experience are available to students. Classes prepare students to be electro-mechanical technicians; this requires a core curriculum of forty-seven units of electronics-related courses.

The teaching staff is bilingual, with the support of bilingual aides. Instruction is bilingual as well, with almost all beginning instruction in Spanish. As the course progresses, English instruction increases, with Spanish used only for necessary explanation and clarification. By the last quarter, ninety to ninety-five percent of all instruction is in English.

Most of the curricular materials were developed in-house, in English and Spanish. Lecture and discussion, demonstration, hands-on practice, peer tutoring, and homework practice sets are used as teaching techniques. Occupational competencies function performance objectives. Teacher-made tests, quizzes, and laboratory exercises assess the performance of each student.

Input on needed occupational skills comes from teacher contacts with industry, from the advisory committee to the Engineering Division of the college, and from a team of outside curricular consultants.

Difficulties encountered in providing vocational instruction include diverse educational levels of students, a high incidence of students with poor academic skills, a lack of hardware and equipment, scheduling problems, and locating bilingual staff. Program staff has streamlined the curriculum since the project's inception; they have increased emphasis on the core courses and eliminated ancillary materials.

SUPPORT SERVICES

Recruitment and Outreach

The program handles recruitment and outreach through media announcements, flyers, leaflets, and presentations to community groups. These have been prepared and presented by in-house staff, usually using the primary language. Recruitment also comes through social service agencies, notably the California Department of Rehabilitation. The primary problem encountered in recruitment is that many persons served by the program reside in the service areas of other colleges. This has required excessive staff time to secure release from the other schools.

Selection, Initial Assessment

Applicants for the program must have an eighth-grade reading level in their primary language. They must also score less than 300 on a standarized test of English proficiency. There are no occupational-skill or financial-eligibility criteria for entry.

An in-house Spanish literacy test assesses applicant's primary language proficiency. Their English language skills are tested by the Illyin written test and the Bilingual Vocational Oral Proficiency Test (BVOPT). After testing, applicants fill out a questionnaire which requests characteristics and legal residency information. Program personnel help eligible students to apply for financial assistance. The final step at entry is an orientation to the program.

Basic Education

The basic education and remedial education courses available outside of the program at the college are not in Spanish and therefore would not be of any help to students in the program, who have low English proficiency. Arrangements have been made through the peer tutoring program of the collge to provide students in the VALE program with individual bilingual tutoring when needed.

Job Counseling

Job counseling provides students with job-search-and-readiness skills. Bilingual staff provide support through classes, special workshops, and site visits. A staff assistant provides additional support to students through individual and small group counseling sessions. Orientation to expected job market behavior is also provided informally through skill and language classes. Staff members do this through mock interviews and informal talks, in both English and Spanish.

Placement and Follow-up

Placement services for trainees include job development and identification, job referral, and follow-up. Staff members are bilingual. They primarily develop jobs by personally contacting employers. Advertising and input from advisory committees also aid placement. The CETA-funded Occupational Training Institute located at the college also provides a wider range of job opportunities for program graduates.

Placement of graduates has not been a problem. The only difficulty has been the need to dissuade students from taking jobs before finishing their academic study.

Follow-up occurs once, nine months after placement. It is exclusively an information-gathering function.

Additional Support Services

Students receive stipends of $400 per quarter, over half of which is used for fees and books. Other support services, available by referral to other college units, include personal counseling, day care, financial aid, and tutors. The program refers students to community-based social service agencies for transportation and day care.

ADMINISTRATIVE SUPPORT SERVICES

Staff development occurs through seminars and workshops conducted both in-house and with contracted third parties. Teachers develop curriculum in-house and receive extra compensation for this time.

Private employers, social service agencies, and a contracted job market survey contribute to program planning.

Evaluation is done under contract, and during the first year of the program consisted of a summative cost-effectiveness assessment. Evaluation and follow-up information includes completion, placement and retention rates; cost per placement; salary increases of participants; employer satisfaction; and trainee satisfaction with their jobs.

The program tests all participants for vocational and language competency. Students take a competency-based completion exam in their skill area that is adapted from the criterion-based post-test given to completers in the Engineering Division of the colleges. Post-tests of the Illyin written and the Bilingual Vocational Oral Proficiency test measure language competencies gained during the program.

INDOCHINESE REFUGEE PROJECT SAN FRANCISCO COMMUNITY COLLEGE DISTRICT, SAN FRANCISCO

GENERAL PROGRAM INFORMATION

The Indochinese Bilingual Electronics Program, in operation since September 1979, is administered by the San Francisco Community College District at the John O'Connel Center, 1860 Hayes Street, San Francisco, 94117. The primary funding source is VEA Title I, Part A, Subpart 3, bilingual vocational education monies received in a direct grant from the federal Department of Education. The college district provides in-kind support of facilities and equipment. Initial project design involved extensive input from the San Jose City College Electronics Department.

The objectives of the program are to provide trainees with entry-level job skills and necessary English language skills. The vocational skill training is complemented by occupation-specific English. Students also receive support services necessary to gain placement in unsubsidized employment.

Students enroll either in a forty-week electronics technician course run once a year, or in a seven-week electronics assembler course run twice each year. In 1981, a third assembler class will be offered beginning in June and ending in August. Students in the technician class attend thirty-three hours of classes per week: ten hours of theoretical analog electronics, three hours of digital electronics, ten hours of vocational lab practice, and ten hours of vocational ESL and job preparation. Students in the assembler class attend twenty-five hours of classes per week: ten hours of vocational instruction, ten hours of vocational ESL, and five hours of job preparation.

The program normally serves about sixty persons per year: twenty in the technician course, and twenty each in the two cycles of the assembly course. All trainees are adult Indochinese refugees of limited-English proficiency. They range in English proficiency from beginning to intermediate. Trainees entering the program have completed on the average a ninth- to tenth-grade education, though enrollees possess a wide range of education. Most are unemployed at entry, are under poverty level, and do not have any occupational skills of value to the primary labor market.

ENGLISH LANGUAGE INSTRUCTION

The primary purpose of language instruction is to provide job-specific English to trainees, though students also learn pre-vocational and survival English. The instruction is provided by bilingual staff. The language of instruction is English, though instructors occasionally use the primary language for clarification. Bilingual aides or peer tutors provide instructional support. This is of particular utility since students have diverse language backgrounds in many classes. The curriculum for technicians was purchased and adapted; that for assemblers was developed in-house. Both are in English, though safety-related materials are translated into primary languages.

Language learning combines audio-lingual and cognitive approaches, involving both conceptual explanation and repetition drills. The assembler course and the technician class both emphasize listening and speaking skills, which account for about eighty percent and seventy percent of the time respectively. The technician students receive more reading and writing emphasis so that they can build the vocabulary necessary to use their skill training texts. Teachers use language modeling, demonstration, directed student-pair practice, audio-visual media, bilingual strategies, competency-based tasks, oral drills, and reading, writing, and listening exercises in the class. A general course outline describes the desirable language competencies, and teachers observe oral behavior and administer tests to chart student progress.

Input on occupational language needs of students comes from teacher on-site observation, from interviews with employers and electronics teachers, and through feedback from job developers.

Difficulties encountered in providing language instruction include lack of materials, a broad range of English proficiency in the same class, the need to coordinate vocational and language teachers, the need for language teachers to learn a technical subject area, and the need to cover a large amount of material in a short time.

The program provides concurrent language and vocational instruction. Teachers design the language curriculum around the needs of the skill classes. Both the assembly and technician courses pre-teach a number of language items.

VOCATIONAL INSTRUCTION

Vocational instruction provides students with entry-level job skills. Students learn electronics assembly and electronics technician skills through classroom training. Teachers are bilingual or have bilingual aides. The language of instruction is English; teachers use the primary language only for clarification. The curricular materials are primarily developed in-house and are in English. Teaching approaches include lecture and discussion, demonstration, and hands-on practice.

Vocational instruction is competency based. Teacher-made quizzes and tests measure student progress.

The program determines the occupational skills needed by trainees through teacher site visitation, through the specifications described in manufacturing publications, and through the vocational teachers' experience and current employment in the industry. In addition, employers who are members of the SFCCD Electronics Advisory Committee, the San Jose City College Electronics Department, and a contracted team of consultants provide information on technological advances and skill needs.

Difficulties encountered in providing skill instruction include lack of equipment and supplies and students' lack of acquaintance with technology in general. The program currently places more emphasis than before on practical laboratory experience. It now separates instruction of analog and digital electronics, whereas before instructors taught both jointly.

SUPPORT SERVICES

Recruitment and Outreach

Recruitment and outreach occur through media, letters to organizations, and through community-based organizations that serve Indochinese refugees. Recruitment materials and presentations are prepared in both English and primary languages. Recruitment approaches have been effective, a[illegible] there is a long waiting list for program [illegible]ry.

Selection, Initial Assessment

Applicants for the technician program must have some basic knowledge of math and an English proficiency of 250–450 (intermediate to advanced) on standardized tests. Applicants for the assembly program must have an English proficiency of 100–300 (advanced-beginning to advanced-intermediate). Program operators interview applicants twice, once to determine employment objectives and motivation, and a second time to determine language proficiency. A test developed by program personnel assesses the math skills of technician applicants. Finally, all entrants take the Bilingual Vocational Oral Proficiency Pre-test (BVOPT). Entrants used to take a manipulative skill test, but this has been eliminated.

Basic Education

The job preparation portion of the program includes survival skills, and a special basic math course helps assemblers. Both are taught by bilingual personnel who use English as their primary medium of instruction; primary language is used only for explanation. Staff members developed their own materials, which are in English.

Some students lack basic mathematical concepts in their own language. As a result, courses now begin at a more basic level, and use the primary language more as a tool for explanation.

Other basic and remedial education courses are available to students outside of the program through referral to community college district courses.

Cultural Orientation

The program incorporates cultural orientation into the language classes and in job preparation activities. This includes discussion of interpersonal communication and U.S. job expectations. Lecture and discussion, conversation, role plays, mock interviews, and audio-visual materials are used as instructional techniques.

Job Counseling

Job counseling focuses on development of job-search-and-readiness skills for all students. A bilingual counselor also may work with students individually. Initially, he helps students develop an employment plan. After entry, he supports students who request his services. In addition, the counselor teaches a job preparation class throughout the program which addresses job readiness skills. Approaches for counseling include job-site tours, employer presentations, mock interviews, and lecture and discussion. Topics include applications, interviews, co-worker communication, the politics of promotion, transportation scheduling, and employment rights.

Placement and Follow-up

The program staff provides job identification and development, job referral, and follow-up services. Staff is bilingual. Personal contact with employers, correspondence, and brochures aid job development. Informal contacts with manpower training organizations also help locate jobs. Early in the program, placement focused on large San Jose electronics companies. Placement efforts now include smaller companies in a wider geographical area.

Follow-up occurs daily for the first week after placement. Both employers and employees receive Project help to resolve any problems that might occur.

Additional Support Services

Other support services provided in-house include personal counseling and stipends. Where counseling problems are particularly serious, the program refers students to the college district counseling center, which has a bilingual staff. Stipends of thirty dollars a week go to students receiving AFDC.

ADMINISTRATIVE SUPPORT SERVICES

San Jose City College personnel administer staff inservice workshops under contract with the program. Staff members also attend other workshops and conferences sponsored by the college district and by State agencies.

Curriculum development occurs in-house. Teachers receive limited support and time to develop curriculum, and base their materials on site observation of job tasks or on their own ongoing experience within the industry.

A third-party evaluator was hired to assess the program's curriculum, process, and outcomes. Outcome data include placement, completion, and retention rates. Also available are post-test scores on the Bilingual Vocational Oral Proficiency Test.

4/4 PROGRAM
CHINATOWN RESOURCES DEVELOPMENT CENTER, SAN FRANCISCO

GENERAL PROGRAM INFORMATION

The Chinatown Resources Development Center, Inc. (CRDC), located at 615 Grant Avenue in San Francisco, 94103, has been operating since 1969. Its 4/4 program, analyzed for this study, is funded by CETA, Title II B monies. CRDC coordinates with the San Francisco Community College District and numerous area employers who participate in the training program.

The program's objectives are to provide English skills, job-search skills, and entry-level specific occupational skills. Students enroll in a training course of thirteen, twenty. or twenty-seven weeks, depending on their English fluency. Each student attends four hours of classroom instruction per day: four hours of vocational English for non-clerical students, three hours of English and one hour of skill training for clerical students. Both the language and other communication skills needed to look for, get, and keep a job are taught in the pre-vocational ESL classes. Four additional hours a day are spent in on-the-job training at employment sites. Students in the twenty-seven week cycle differ from this pattern; they receive six hours of English each day during the first seven weeks. All students receive counseling and other support services necessary to achieve unsubsidized job placement.

CRDC serves approximately 200 trainees per year, which is its current capacity. All trainees are adults, and most are newly arrived Chinese-speaking immigrants with beginning to intermediate English proficiency. Trainees entering the program usually have completed secondary school in their country of origin. Most are unemployed at entry, under poverty income level, and approximately half do not have any special occupational skills of value to the primary labor market.

ENGLISH LANGUAGE INSTRUCTION

The 4/4 Program provides pre-vocational and some job-specific English language instruction. The staff is primarily bilingual; teachers who are monolingual English-speaking have bilingual tutors. The level of instruction varies from beginning to intermediate; students enroll in the course appropriate to their level. Instruction is bilingual, with primary language used mainly for conceptual explanation. As the classes progress, primary language use decreases. The curriculum was developed in-house and is bilingual.

Language learning involves a combination of conceptual explanation and repetition drills. Sixty to seventy percent of the language instruction teaches listening and speaking skills, with minimal time spent on reading and writing. In clerical sections, the balance changes, with approximately sixty percent of the emphasis on vocabulary, punctuation, and other reading and writing skills. The classes use drills, dialogues, visual materials, writing exercises, games, conversation, paired work, choral repetition, "total physical response", tutors, audio tapes and some lecture and discussion as teaching techniques and aids. Course outlines list the language performance objectives that provide the basis for teachers' lesson plans and for student progress tests.

Employers and worksite supervisors provide feedback on occupational language needs of students. Personnel offices and private employer representatives on the CRDC Board of Directors provide additional input. A linkage with the San Francisco Community College District secures approximately half of CRDC's ESL teaching staff. These teachers are paid by the college district; the college district, in turn, receives ADA credit generated by the classes.

The primary difficulty encountered in language instruction has been matching curriculum to the multiple language levels of students. Changes implemented over the course of the program include a more structured approach, with clearer language objectives to support language instruction; increased use of visual materials; and increased and more structured use of primary language in instruction.

Language and vocational instruction occur simultaneously. The job component takes place in either morning or afternoon, at the convenience of the employer. The language classroom work occurs during the other half of the day. The job and language components are coordinated through instructor and counseling staff meetings, language curriculum designed to support job-component needs, and by having the same teacher instruct both language and skill classes for those students who receive classroom skill instruction (such as clerical students).

VOCATIONAL INSTRUCTION

The primary purpose of the vocational component is to provide entry-level job skills, though development of work habits and attitudes is also emphasized. All trainees participate in on-the-job training, though clerical students also receive classroom instruction for an hour each day. A wide variety of clerical, technical, skilled and semi-skilled, and unskilled or service OJT positions have been secured for trainees. Most teachers are bilingual; bilingual instruction uses the primary language twenty percent of the time, mainly for conceptual explanation. Most of the curriculum was developed in-house and is in English. On-the-job training is highly individualized and provides students with supervised hands-on experience.

Teacher-made tests based on performance objectives measure student progress in classroom training courses. Trainee performance in on-the-job training is assessed monthly via an evaluation form which site supervisors submit to CRDC. In addition, counselors periodically visit the sites to assure that no problems are occurring.

Job supervisors provide input on occupational skills necessary for job performance. Program alumni also provide feedback.

Assuring that job supervisors provide adequate and consistent guidance to on-the-job trainees has been the most persistent difficulty in the program. Changes that have taken place over the course of the program include more individual instruction and the incorporation of task analysis in course development and teacher training.

SUPPORT SERVICES

Recruitment and Outreach

Recruitment and outreach occur primarily through word-of-mouth, though SFCCD ESL classes are canvassed and some announcements are placed in Chinese newspapers. Minimal media advertising is used since there are currently long waiting lists for the 4/4 program. Social service and educational agencies providing referrals to CRDC include the San Francisco CETA Prime Sponsor, Community College District ESL classes, Chinese for Affirmative Action, Self Help for the Elderly, and others.

Selection, Initial Assessment

Applicants for CRDC programs must be CETA-eligible. At entrance they must also demonstrate a positive attitude, high motivation and English proficiency in the high-beginning range (ESL 100). There are no basic education or occupational aptitude requirements for entry into the program.

Applicants go through a two-level selection process. They first speak with a bilingual counselor to determine eligibility and interest area. Then they receive a group interview and testing to determine attitude and English level. Clerical students also take a typing test. The Structured Test of English Language (STEL) by Illyin and Best, and the listening portion of the Comprehensive English Language Test (CELT) help to place students in the appropriate language track. Generally, students scoring 100–200 are placed in the twenty-seven-week course, those who score 200–300 attend the twenty-week course, and those who score 300 or more attend the thirteen-week course.

Basic Education

CRDC does not provide remedial and continuing education courses. Trainees who need these services are referred to San Francisco College District classes.

Cultural Orientation

Cultural barriers faced by trainees include language and communication difficulties, the need to adjust to urban life, and lack of acquaintance with rigid task-oriented productivity standards in the U.S. job market.

The English classes provide cultural orientation. In addition, special "rap sessions" conducted by bilingual job developer-counselors, by bilingual employer representatives, or by social service agencies perform this function. These sessions focus on an assortment of topics, including individual assertiveness and communication. Materials are developed in-house and include audio-visual and videotape materials and "critical cultural incidents" case studies.

Job Counseling

CRDC job counseling focuses on job-search-and-readiness skills, but also provides career information and career change advice. All counselors are bilingual and bicultural. Formal three-way counseling sessions take place every six weeks in which the student, teacher, and counselor examine the general direction of a student's program and work out necessary changes. Individual counseling is always available to students upon request. Ongoing counseling activities include "rap groups", survival skills workshops, site visits, and talks and mock interviews with employers. Video and audio equipment helps to train students in interviewing technique.

Cross-cultural adaptation is a primary orientation of many sessions. In a manner which maintains the value and dignity of their own culture, students become aware of the effects that their cultural practices or beliefs have on performance in the U.S. job market.

Placement and Follow-up

CRDC job developers provide job identification and development, job referral, and follow-up services. Staff members are predominately bilingual. They generally develop jobs through personal contact with employers. A network of employers and currently employed program alumni notify CRDC of job openings. Advertising and input from employers on the CRDC Board of Directors also aid placement efforts. Follow-up occurs once every six months to monitor progress.

Difficulties confronting the placement process include union restrictions, a predominately white-collar job market, and the language and cultural barriers of the client population.

Additional Support Services

Personal counseling is provided in-house by a bilingual staff person, though severe or health-related counseling problems are referred to other agencies. In addition, program participants receive transportation costs. Other services available to program trainees through cooperation with the CETA Prime Sponsor include day care, emergency medical help, eye glasses, and stipends. The stipends are $3.35 per hour, and are normally paid for eight hours' attendance daily.

ADMINISTRATIVE SUPPORT SERVICES

Staff development takes place through seminars organized by CRDC itself and by training conferences sponsored by State and other agencies. Persons contracted by CRDC, the California Employment Development Department, and private employers conduct workshops at the Center. IBM, for example, provided CRDC earlier this year with a seminar team who trained staff in client-marketing techniques.

Curriculum development occurs in-house, financed partially through CETA monies. Certain segments of the curriculum were developed in a special curriculum development project financed by Adult Basic Education, Section 310 funds awarded by the California Department of Education Adult Education Field Services Section.

Program planning involves coordination among CRDC, the CETA Prime Sponsor, and the San Francisco Community College District. Private employers, who serve on the CRDC Board of Directors and who provide OJT positions, also advise the planning process.

Program evaluation occurs at several levels. Every six weeks students provide feedback on the program and staff, and CRDC conducts a semi-annual evaluation of both the process and products of the program. The CETA Prime Sponsor does a semi-annual cost-effectiveness evaluation of the program, examining completion and placement levels and the cost-per-completion and placement. Job developers collect information on retention rate and employer satisfaction. Finally, language post-tests indicate student language competencies achieved within the program.

PIC PROGRAM
FREMONT DISTRICT ADULT SCHOOL, CUPERTINO

GENERAL PROGRAM INFORMATION

The Fremont Union High School District, Adult Education Center, 10511 South Tantau, Cupertino 95014, operates the Private Industry Council (PIC) program for limited-English proficient persons. The primary funding source is CETA Title VII Private Sector Initiative Program (PSIP) money, available through the Santa Clara County CETA Prime Sponsor. The program began in March 1980 as a cooperative venture between Fremont Union High School District and Hewlett Packard. The company now involved in the program is General Technology in Sunnyvale/San Jose.

The eight-week course provides students with entry-level occupational skills, English skills, and pre-vocational job-search skills. Students receive three hours of English instruction and three hours of electronics assembly on-the-job training each day. All students receive an additional two hours per week of classroom training in soldering, as well as counseling and placement support.

The PIC program serves approximately seventy persons per year in four eight-week cycles with sixteen to eighteen enrollees each. The trainees are adults from many ethnic backgrounds, though eighty percent are Indochinese. Most of the participants are refugees and all have an intermediate English proficiency. Trainees entering the program have often completed between the 10th and 12th grade. Almost all are unemployed, under poverty level, and have few, if any, occupational skills of value to the primary labor market.

ENGLISH LANGUAGE INSTRUCTION

The language classes provide trainees with occupation-specific English for electronics assembly. They also teach pre-vocational English which includes language and communication skills necessary to get a job in electronics assembly. A monolingual English-speaking teacher and aide instruct the students.

The pre-vocational curricular materials include the ICB-VESL materials developed by Chinatown Resources Development Center in San Francisco, other purchased materials, and materials developed in-house. The curricular materials for electronics-specific English are developed from commercial electronics assembly materials and rewritten for the ESL student. Approximately seventy percent of the language instruction teaches listening and speaking skills, with less emphasis on reading and writing.

Drills, dialogues, conversation, role play, and some lecture and discussion are used as teaching techniques. Student progress is measured by teacher observation of task performance in the pre-vocational material and through teacher-made tests in the specific-occupational language materials.

Input on language skills needed by trainees comes from personal contact with private enterprise personnel officers and line supervisors, and from feedback provided by program graduates.

Difficulties encountered in providing language instruction include teaching a range of proficiency levels in the same class, and the lack of resources to develop curriculum. Changes implemented over the course of the program include increased emphasis on listening and speaking skills, incorporation of some of the ICB-VESL curricular materials, and orientation of the pre-vocational portion of the language courses to the electronics job market.

The language and vocational portions of the course take place simultaneously. The design of the language curriculum addresses the specific language needs of the skills training experience.

VOCATIONAL INSTRUCTION

The primary purpose of the vocational component is to provide trainees with entry-level job skills for electronics assembly. Two hours per week of classroom soldering and three hours per day of on-the-job training comprise the training experience. The classroom teaching staff is bilingual and uses primary language when necessary to clarify concepts. The curriculum, developed in-house, is in English. The instruction is primarily hands-on, though lecture, discussion, and demonstration are used to present theory and practical instructions. The work supervisors at the job site are monolingual English-speaking.

Weekly teacher-made tests evaluate students in the soldering class. Much coordination exists between project staff and the companies providing the OJT positions (first Hewlett Packard, now General Technology). The employer gives input regarding language and skill training needs as well as feedback on trainee performance in OJT positions.

The problems encountered in providing skill training include transportation, logistical and scheduling coordination of the OJT and ESL components, and learning to work with and satisfy the demands of private industry. Changes in the program which have addressed some of these problems include the addition of the soldering class, a change in location of the ESL class to solve transportation problems, and scheduling the classroom instruction in the morning, before the OJT segment, so that working overtime would not prevent students from arriving at class.

SUPPORT SERVICES

Recruitment and Outreach

Staff handle recruitment and outreach primarily through contact with social service agencies providing refugee relief, with providers of general ESL programs, and with community leaders. A public relations brochure circulated by the program is translated into several languages. The project has attracted many more applicants than it can serve.

Selection, Initial Assessment

All applicants for the PIC program must be CETA-eligible. There is no formal education level required for entry, but applicants must have intermediate English proficiency. They must be able to fill out a basic application form. Then they undergo an informal interview which examines their motivation and their English facility. Finally, they perform a simple task which indicates whether or not they have the visual skills, color perception, and manual dexterity required to assemble electronics.

Project staff feel their greatest difficulty is determining applicants' motivation and intent. Over the course of the program, staff has increased the priority of motivation level in selection, and has decreased the priority of language ability.

Basic Education

Remedial and adult basic education courses are not provided within the PIC program. However, such services are available at the Fremont Adult Education Center to students who need them. A significant number of the program participants enroll in evening general ESL classes and a basic skills tutorial program at the Adult Center.

Cultural Orientation

Cultural orientation is interspersed throughout the English and soldering classes. Lecture and discussion, conversation and role plays are techniques that focus on cultural aspects of job search, work habits, and interpersonal communication.

Job Counseling

The pre-vocational ESL class provides, in addition to language skills, substantive competencies related to job search and job retention. In addition, the Project Director may aid students who need extra help in preparing for the job-search process. This help is provided in English.

Placement and Follow-up

PIC staff provides job identification and development, job referral, and follow-up services. Though the OJT positions carry a built-in job offer, they pay a minimum wage, so the program staff encourages participants to search for other jobs after the subsidized training ends. The placement staff is monolingual English-speaking. Personal contact with employers is the approach used in job development. The program counsels trainees on the availability of employment and on appropriate dress and behavior for job application and interview situations.

Follow-up occurs at one, three, and six months. It is primarily for data collection and feedback.

Reticence among employers to hire limited-English proficient persons has been the primary difficulty in placement. The program now sends letters of recommendation to employers which outline the language competencies learned in the program.

Additional Support Services

Personal counseling is provided in-house by monolingual English-speaking staff. Persons with serious mental health problems are referred to social service agencies which have necessary services available. Participants receive a minimum-wage stipend for six hours daily.

ADMINISTRATIVE SUPPORT SERVICES

Staff in-service occurs through workshops sponsored by State agencies. Lack of staff time limits curriculum development, though some materials were developed in-house. Input from industry assists the development and adaptation of curricular materials.

Program planning is done primarily by project staff in coordination with General Technology and with some input from the Adult School and the CETA Prime Sponsor.

Both the funding agent and project staff conduct program evaluation. Staff members meet with General Technology after each eight-week cycle in an evaluation session to examine the program process. The CETA Prime Sponsor annually audits program outcomes—completion and placement—and cost-effectiveness factors—cost-per-completion and cost-per-placement. Program staff also keeps records on salary increase, retention rate, and employer satisfaction.

INDOCHINESE PROJECT
HACIENDA LA PUENTE UNIFIED SCHOOL DISTRICT
LA PUENTE VALLEY ADULT SCHOOLS, LA PUENTE

GENERAL PROGRAM INFORMATION

The Indochinese Project of the La Puente Valley Adult Schools is located at 320 North Willow Avenue, La Puente, 91746, as well as at two other Adult School campuses. The program began in July 1976, under the federal Indochinese Refugee Assistance Act. The La Puente project is designed to provide vocational skills, vocational language, and survival language skills concurrently for Indochinese students who are training at the Adult School campuses for entry-level jobs.

Depending on the vocation, students spend three months to one year learning English skills, specific entry-level job skills, and general job-search skills. There is also a job-preparation class designed for students about to enter the job market. An average student spends one hour in a VESL class to five hours of vocational training, in addition to about two hours of traditional ESL.

The La Puente IRAP Project is currently near its capacity of about 500 students per year. More men attend at the present time (about sixty-five percent). Most students have about eight years of education, and most are unemployed and have no occupational skills when they enter the program. They have a diverse range of English proficiency at entry.

ENGLISH LANGUAGE INSTRUCTION

The Indochinese program emphasizes job-specific VESL, while "survival" English is available in the general ESL classes on campus. Other classes teach pre-vocational (nonspecific) English skills. The VESL classes are individualized through an open-entry, open-exit structure, tutor services, and audio-visual aids.

Language teachers are monolingual English-speaking. The only primary language used is for a few prepared translations of difficult concepts, such as a complicated customer release form in the auto mechanics class. Teaching techniques include dialogues, role play, games, many visual materials, and exercises such as "total physical response," where the student indicates his or her understanding by following a particular command. Teachers measure student performance by daily oral exams and language tasks appropriate to the particular vocation.

The staff developed nearly all of the job-specific curricula. Courses emphasize listening and speaking skills. The job-specific language instruction and vocational training occur concurrently, and ESL teachers sometimes pre-teach the language needed for a particular vocational lesson as well as follow up afterwards.

Language and vocational instructors coordinate their efforts through joint curriculum development, constant communication, and weekly reports by the language instructor. Staff members monitor vocational language needs in the field by observing worksites and interviewing workers. Teachers attend conferences to keep up-to-date and to coordinate efforts with other programs. The Employment and Training Committee of the Los Angeles County Indochinese Forum is an ongoing resource for realistic program plans.

The curriculum has undergone constant revision over the program's history. Teachers started out with Vietnamese translators for each vocation, but have progressed to a more comprehensive VESL structure with emphasis on vocabulary and conversation needs. An ongoing task is to isolate language skills needed to perform each occupation, so that ESL and vocational teachers can best coordinate their efforts. One-third to one-half of language teachers' time is spent in VESL class preparation.

VOCATIONAL INSTRUCTION

Around thirty regular Adult School vocational classes are available to Indochinese enrollees. The classes provide entry-level job skills and general work habits and attitudes. Job-specific VESL courses complement about a dozen of the vocational courses. IRAP money pays a portion of the salary of three teachers, but most of the vocational instruction uses State funds administered by the school district.

Vocational instructors are for the most part monolingual English-speaking, and Indochinese students receive help from peer tutors. The materials are developed in-house. Teachers use lecture and discussion, demonstration, and hands-on experience as tools for learning. Classes are open-entry, open-exit, and instructors may use individualized learning plans. The aides may also provide individual students with extra help.

Student progress is measured through oral and written tests and by completion of specified performance objectives within the general lesson framework. Teachers do not use pre-program testing or a formalized grading system, however, since they feel that these are detrimental to training.

Vocational teachers keep abreast of skill requirements for particular jobs by talking with employers. The instructor for the job-preparation course also contacts employers frequently. In addition, an advisory committee provides input on curriculum to the staff.

Vocational instructors found that Indochinese students without basic education had more difficulty with training. Teachers now pay more attention to individual needs, and allow more student-to-student participation to encourage learning. Vocational instructors now receive special training for dealing with limited-English proficient students, and the IRAP Project Director and an associate have developed a curriculum for such in-servicing.

SUPPORT SERVICES

Recruitment and Outreach

The IRAP Project in La Puente does not do any recruitment or outreach since it has an extensive waiting list. Friends or relatives of former students refer ninety percent of the students. Staff members do communicate with nearby VOLAGs, but there is usually no formal arrangement with other agencies for recruitment. However, the Department of Social Services does utilize a formal referral system.

Selection and Initial Assessment

The Project Director selects prospective students through an interview process. She requires an intermediate command of English, and tries to place students in occupations related to their occupational interests. To enroll in basic education, which is offered elsewhere on campus, the Indochinese students must pass certain ESL course requirements.

Basic Education

The IRAP Project may refer students to the basic education program on campus, which offers survival skills, remedial reading, writing, and math, and GED certificates. As mentioned, enrollees must have some English proficiency; no Indochinese languages are used for teaching or materials. The basic education materials generally have been adapted or developed in La Puente.

The basic education courses are open-entry, open-exit. They use a variety of materials and methods to promote individual learning. However, the course design assumes a command of English, and remedial materials are often planned for younger learners. To counter this, staff have developed more adult-oriented curricula and have reorganized some of the material perceived as culture-bound.

Cultural Orientation

The La Puente Program provides cultural orientation throughout a student's attendance, primarily within ESL classes. It covers interpersonal communication and values regarding education as well as on-the-job expectations. Teachers usually present ideas in English, but difficult concepts may be dealt with bilingually. Material is presented by way of role plays, discussion, films, and pamphlets. In addition, the school sponsors talks by representatives from the local sheriff's office, the IRS, the Health Department, and other agencies.

Staff members have found that cultural orientation is necessary for employers and agencies as well as for students, in order to overcome misconceptions about Indochinese workers. IRAP personnel occasionally speak to community groups or send material to employers.

Job Counseling

Job counseling at La Puente primarily centers on job-search-and-readiness skills, though career guidance is available elsewhere on campus. The main vehicle for this is a job-preparation class that students take at the end of vocational training, which ensures that students learn such skills when they are most able to use them. Bilingual job developers help students interview and may accompany students to actual interviews. These developers coordinate with others in their profession across Los Angeles County and attend monthly in-services to keep up-to-date.

Placement and Follow-up

Placement for Indochinese students includes job identification, development, and referral. The job developers generally confer one-to-one with prospective employers. The project maintains contact with the California Employment Development Department Office on campus and with the local CETA office. Job contacts and referrals also occasionally arise through area VOLAGs and other IRAP Programs. Over time, the developers have developed a "marketing" approach to place their students, including the use of employers' tax incentives to promote hiring.

Follow-up now occurs after thirty days as well as after ninety days in order to keep communication open with employers. IRAP staff occasionally travel to a former student's work place to resolve problems that occur.

Additional Support Services

IRAP funds provide for informal bilingual personal counseling for those who need it. Social service workers on campus also may help. Free bus service to school is available. The campus also maintains a day care center. Eligible students may receive work-study grants or other financial aid, and the California Department of Rehabilitation supports students who are handicapped.

ADMINISTRATIVE SUPPORT SERVICES

IRAP funds pay for a certain amount of in-house staff development for ESL and vocational teachers. In addition, a California Department of Education project has provided mini-grants for teacher training.

The job-specific VESL curricula was developed at La Puente. This involved analysis of vocational tasks and on-site observation. In addition, other adult schools and industry people provided input to curriculum development. La Puente and other IRAP projects field test each other's material as well.

Planning involves federal agencies, the California Department of Social Services, and other IRAP projects. The California Department of Social Services, which administers IRAP funds, conducts program evaluation based on cost-effectiveness measures. These include placement and completion rates, and job retention after ninety days. There is also informal feedback about employer satisfaction.

INTEGRATED/COMPREHENSIVE ESL PROGRAM
MODESTO UNIFIED SCHOOL DISTRICT, MODESTO

GENERAL PROGRAM INFORMATION

The Integrated/Comprehensive ESL Program operates under the Modesto City School District, 426 Locust Street, Modesto, 95357. The ESL program takes place at three of the four local high schools. Funding sources include VEA Subparts 2 and 3, Economic Impact Aid-Bilingual Education, the Indochinese Refugee Assistance Act, and Title I Migrant Education. CETA and Migrant Education provide paraprofessionals to assist vocational and ESL instructors.

The program provides entry-level skills for specific occupations as well as English skills and general pre-vocational job-search skills. Students enroll in one of five occupational subjects.

The ESL program began in September 1980 and currently serves 125 students a year. The capacity of the program is approximately 200 students per year. All students are high school youths who speak a wide range of languages. Although many students are permanent residents, most participants are migrant farm workers or refugees. The English proficiency of students ranges from zero to intermediate. Most LEP students are from low-income families and lack specialized skills necessary in today's job market.

ENGLISH LANGUAGE INSTRUCTION

The Integrated/Comprehensive ESL program provides general and survival English, job-specific English, and some pre-vocational English. Teachers are bilingual or monolingual English-speaking with the support of bilingual aides. The level of English taught varies from zero to intermediate, often in the same classroom. Instruction is primarily in English; curricular materials are usually in English but in other languages when available. Staff members purchase these materials from other sources and adapt them to the program. Students daily spend two class periods or more on reading, writing, listening, and speaking.

The classes are open-entry and use repetition drills, visual materials, writing exercises, and questions-and-answers as teaching techniques and aids. Language objectives have been established; student progress is measured through teacher observation, teacher-prepared criterion-referenced tests, and standardized tests including the California Test of Basic Skills (CTBS), the District competency tests, and the Language Assessment Battery (LAB).

The primary difficulties encountered in language instruction include teaching multi-level language proficiencies or multi-occupational vocabulary in a single ESL class, assessment of students' proficiencies in the primary language and in English, lack of vocational ESL instructors, and coordination of materials. The language segment of the program has changed to include simpler written exercises, adjustments in oral vocabulary used by staff, closer contact between ESL and vocational instructors, and in-service to improve communication among staff members.

Language and vocational instruction occur concurrently. Coordination of language and vocational instruction takes place through joint curricular preparation and pre-teaching of English skills which correspond to vocational skills.

VOCATIONAL INSTRUCTION

The primary purpose of vocational instruction is to provide students with entry-level job skills, though general work habits and attitudes receive considerable emphasis. Occupational skills are provided via classroom training in five occupational skills areas: foods, sewing, woods, metals, and typing.

Some teachers are bilingual, and others are monolingual English-speaking, supported by bilingual aides. (The community colleges' "Mini Corps" also provides tutors and aides. The Mini Corps consists of students working toward their bilingual teaching credentials, who obtain experience by providing tutorial services.) The language of instruction is primarily English, with limited use of the primary language for clarification. Some curricular materials are developed in-house and others are purchased and adapted. They are primarily in English.

The classes are individualized through an open-entry structure as well as by aides and tutors who assist students with individual needs. Teaching approaches include demonstration, lecture and discussion, and films, with the majority of time spent in hands-on practice. Vocational instruction is competency-based; students' progress is measured by pre- and post-program testing.

The primary difficulty encountered in providing vocational instruction is lack of materials in languages other than English. To better serve their students, instructors have adapted instructional materials and techniques to the language skill level of each class.

SUPPORT SERVICES

Recruitment and Outreach

Staff generally handles recruitment and outreach, although the community and parents also refer students.

Students' lack of information concerning ESL and vocational programs, fears of attending school, "illegal" status fears, and lack of information in primary languages have obstructed recruitment for the program. More home visits to increase parents' involvement in career choices and to eliminate fears of illegal status problems, and development of bilingual recruitment materials are helping to alleviate these problems.

Selection, Initial Assessment

The program uses State Bilingual Education guidelines and tests to identify students' proficiency levels. Since the program serves high school LEP/NEP students, there are no requisites for entry into the program other than high school enrollment.

Cultural Orientation

Students receive orientation to U.S. expectations about job-market behavior, interpersonal relations and communication, and educational attitudes and behavior. This cultural orientation takes place throughout the program in both English and the primary language. Teaching approaches include lecture and discussion, and use of audio-visual aids.

Job Counseling

Students receive career counseling intermittently, from monolingual English or bilingual counselors. Counseling techniques include individual and group sessions accompanied by bilingual materials.

ADMINISTRATIVE SUPPORT SERVICES

Staff and curriculum development both occur in-house. Staff development takes place primarily through State and local workshops and seminars and through monthly in-service meetings. Teachers develop curricula with information collected through occupational-needs surveys and on-site job observation.

Program planning incorporates inputs from periodic meetings of an advisory committee, community needs assessment, and informal interviews with teaching staff.

The program is evaluated in-house. The Federal Office of Civil Rights and guidelines established in AB 507 provide the criteria for evaluation.

LEP PROGRAM
THE STANISLAUS, TUOLUMNE, AND MONO ROP, CERES

GENERAL PROGRAM INFORMATION

The Stanislaus, Tuolumne, and Mono Regional Occupational Program (ROP) for limited-English students began in September 1980 at the Ceres Unified School District, P.O. Box 307, Ceres, 95307. The program is funded exclusively by ROP funds.

The program provides entry-level job skills and English skills to students who enroll in agricultural mechanics or in retail sales classes. Occupation-specific language instruction is integrated with the curriculum of the vocational classes; team-teaching helps to accomplish this. The program lasts 350 hours or a full school year. Students spend two hours each day in the vocational training course and the remainder of the day in regular ROP or high school classes.

The program currently enrolls thirty students: twenty in sales and ten in farm equipment operation and maintenance. The program capacity is twenty-five students in each course. All trainees are secondary students, and most are of Hispanic origin, though several come from other language backgrounds. Most are permanent residents, and many come from settled-out migrant farmworker families. Though the program is designed to serve limited-English proficient students, most of the current enrollees have high-intermediate to fluent English proficiency.

ENGLISH LANGUAGE INSTRUCTION

The language instruction provides students with occupation-specific English skills. Language staff is bilingual, but primary language is used only for explanation and clarification. Curricular materials were developed inhouse and are in English. Language instruction primarily emphasizes speaking and listening skills. Each student receives individual help when necessary.

Language and vocational instruction take place concurrently. They are coordinated through an integrated curriculum design and through team teaching.

VOCATIONAL INSTRUCTION

Vocational instruction provides students with entry-level job skills in retail sales and farm equipment operation. The vocational teachers are monolingual English-speaking, but are complemented by a bilingual language instructor. The vocational instruction takes place in English, but the language instructor may explain or clarify in the primary language. The curricular materials were purchased and are in English. Lectures, discussion, demonstration, and hands-on practice are the teaching techniques in class. Progress of students is measured through task performance and teacher-made tests.

District surveys and teachers' personal contact with employers help determine the occupational skills that students will need.

Changes implemented in the retail sales course since it began include shortened course content, more explicit and concrete vocabulary, and more one-to-one communication between teachers and students.

SUPPORT SERVICES

Recruitment and Outreach

Personal contact and word-of-mouth within the Ceres school system are the main methods of recruitment and outreach. Teachers, counselors, and students have been made aware that the courses are available. The program plans bilingual outreach to adults and high-school dropouts in the future.

Selection, Assessment

There are no selection criteria for these courses, except that students must be juniors or seniors. Language level is informally assessed through an interview with the language teacher at the time of entry.

Basic Education

Students who need remedial education can enroll in courses or receive services available through the Compensatory Education and Migrant Education units within the Ceres District.

Job Counseling

Job counseling is integrated with the language and skills sections of the courses. Instructors discuss the job-market expectations that students will encounter. Emphasis is on career exploration and job-search skills.

Placement, Follow-up

Instructional staff will help place students when they finish the courses. They will use personal contact, letters, and phone contact to identify available jobs. Linkages with the California Employment Development Department, CETA, the Central Valley Opportunity Center, and the Grower's Harvesting Committee will aid placement. Follow-up will occur six months after placement, primarily for information collection.

ADMINISTRATIVE SUPPORT SERVICES

Task analysis and needs surveys of employers contribute to curriculum development, which is done in-house.

Planning involves input from CETA, EDD, and the Growers' Harvesting Association.

Evaluation will occur in-house, based on subjective "process" assessment by staff and on tabulation of program outcomes at the end of the school year.

ENGLISH LANGUAGE AND EMPLOYMENT SERVICES FOR INDOCHINESE REFUGEES AT LONG BEACH COMMUNITY COLLEGE, LONG BEACH

GENERAL PROGRAM INFORMATION

The English Language and Employment Services program at 1305 East Pacific Coast Highway, Long Beach, 90806, has been operating since November 1979. It is funded by federal money available under the Indochinese Refugee Assistance Program (IRAP). The program exists to provide English language skills and job entry skills to Indochinese students. The program consists of several tracks of ESL courses as well as some vocational training courses designed specifically for Indochinese students. The ESL courses also provide support for Indochinese students currently enrolled or planning to enroll in regular Long Beach Community College vocational education courses.

Students learn English skills with emphasis on vocational English, job-search-and-maintenance skills, and occupational skills for entry-level jobs. They attend classes for a few weeks to two years, depending on the occupational area and the needs of the particular student. A student with zero English skills, for example, may first enroll in "pre-literate" ESL courses on campus, and later progress to more advanced courses such as pre-vocational ESL, job-specific ESL (in one of eight subject areas), and vocational training. Typically, a student receives two hours of vocational ESL instruction and four hours of vocational training each day.

The Long Beach program enrolls about 580 students in each nine-week period; since many students stay longer than nine weeks, the program serves about 1,000 individuals a year. About equal numbers of men and women attend, most of whom have less than a third-grade education. Many have never been in a formal school situation at all. Many are Cambodians who were fishermen or farmers in their own country. Practically all students are unemployed, and over four-fifths receive cash assistance. They range in English ability from zero skills to an intermediate level.

ENGLISH LANGUAGE INSTRUCTION

Language instruction for Indochinese at LBCC ranges from basic and survival English to pre-vocational and job-specific English. The "pre-literate" class teaches students who are illiterate in their own language or whose written language uses non-Latin characters. From there a multiple-level progression of courses carries students through general survival English, pre-vocational English for job searching, general vocational English for solving problems on-the-job, and finally, job-specific English for learning the language of specific occupations. "Transitional" classes help students move from one level to another. Students who learn slower or faster may switch to the appropriate level.

Language teachers are English-speaking but receive help from bilingual aides. Course work emphasizes speaking and listening skills through a combined notional/functional/experiential approach and conceptual explanation and drills. The students' primary language is used only when necessary. Teachers use a variety of techniques, including dialogues, role playing, games, visual materials, and a "language experience", where the entire class performs an activity and then describes what it has done in English. In addition, a "Language Master" programmed learning package helps individual students who need it, and a language laboratory is available on campus (although high demand limits its usability). Materials used in language classes range from purchased lesson plans to curricula developed entirely on campus. Likewise, student performance is measured by standard publishers' tests as well as by tests developed by particular teachers for their classes.

Vocational instructors and job developers, through employer contact, advise the ESL staff about vocational language needs. Language and vocational teachers meet regularly; some see each other nearly every day to discuss curriculum, to anticipate problems, and generally to coordinate their efforts. Much of the job-specific ESL curriculum was developed jointly. In these classes, language teachers work closely with the vocational staff in preparation for pre-teaching the English for a particular lesson.

A Community Advisory Board assists the Long Beach program. Staff members also attend numerous conferences with school districts and voluntary agencies that deal with Indochinese refugees. Staff at Long Beach developed, jointly with neighboring school districts, a curriculum guide for teachers of non-literate adult ESL students.

Some of the difficulties that language teachers face include large numbers of students with very few English skills, pressures created by long waiting lists for language classes, and students who stay in the program because they don't feel "ready" to enter the job market. To accommodate these difficulties, staff revised course content to a simpler level and emphasize speaking more than they did previously. New transitional classes will help ease students from one English level to another. Finally, a new contract explains to the student "What We Do For You" and "What We Expect From You" to promote timely movement out of the classroom and into the job market.

VOCATIONAL INSTRUCTION

All LBCC regular vocational classes are available to train Indochinese students for entry-level jobs as well as to provide guidance about the U.S. job market, including expected work behavior. Additionally, there are a few classes that provide these services entirely through IRAP funds. Altogether, vocational classes in about eight occupational areas are available to Indochinese students who are still receiving English support through job-specific VESL classes. Peer tutoring and learning center support are available to students enrolled in occupational courses for which job-specific VESL is not available.

Vocational instructors speak English in class and use materials written in English, though bilingual aides may help clarify concepts. Curricular materials range from those purchased "as is" to those developed entirely by the teachers. Teachers use hands-on experience, demonstration, and may ask questions in a "semi-Socratic" way to assess a student's understanding.

Students learn at their own pace. Welders, for instance, complete individual projects, and are examined via competency-based tests; their progress is then charted on the classroom wall. In addition, students get extra help from tutors at a learning center on campus. And peer teaching is helpful: a student who understands the lesson may explain it to his or her fellow students.

Instructors and a job developer discuss learning needs with employers in order to keep on top of the market. An advisory board with members from industry also serves this function. Employers occasionally contribute materials for use in vocational classes as well.

The staff occasionally found conflict between the training needs of the IRAP students and the two-year orientation of the Community College. The IRAP-funded training courses help alleviate this tension.

SUPPORT SERVICES

Recruitment and Outreach

The IRAP program receives potential students primarily as referrals from the Asian Pacific Family Outreach and other community-based organizations. Staff members also try to reach the many regular ESL students on campus through primary language flyers, role model presentations, and tours explaining the various vocations open to students. Recruitment of students is not a problem at Long Beach; in fact, there is a waiting list to get in.

Selection and Initial Assessment

The Employment Services Program does not require the student to have any minimum level of basic education, occupational skills, or financial need to enter a course. However, the vocational courses do require various levels of English proficiency depending on the subject matter, and in September 1981 all courses will require a minimum of 540 hours of ESL instruction (a beginning-intermediate level) before enrollment in a vocational class. Aside from language requirements, staff members do try to counsel entering students to make sure that they do not have misconceptions about particular occupations or about the training program.

Basic Education

Adult basic education is not part of the IRAP program, but basic education is available on the college campus. A number of Indochinese students enroll in math classes, for instance, where they become familiar with the American measurements of inches and feet. Also, there is a learning center on campus where students receive basic education help from tutors.

Cultural Orientation

Cultural orientation occurs throughout the ESL and vocational classes, and includes a range of topics from job behavior to interpersonal communication. Teachers use many techniques, including role playing, audio-visual materials, games, and field trips to parts of Long Beach. The student's primary language is used when necessary to explain concepts.

Teachers presenting cultural concepts have encountered some difficulties, such as explaining American views on the roles of men and women, the roles of younger and older people, and so on. To deal with this, teachers discuss cultural differences earlier in the term than they used to. The staff is developing materials that deal more explicitly with sex-role stereotypes, and hopes to set up a week-long "general orientation" class that would precede job training.

Job Counseling

The Long Beach program employs bilingual job counselors for its students. Counseling focuses on job-search-and-maintenance skills as well as on career exploration. Most students are individually counselled at least twice (at intake and on entry into a job-specific VESL course), and then as the need arises. Counseling also includes group methods, site visits, and audio-visual materials. As of Summer 1981, a two-week job orientation class will be provided to students at the end of English training. The class will meet one hour per day and will focus on job-search skills and orientation to the U.S. world of work.

Placement and Follow-up

A monolingual English-speaking job developer and a trilingual Cambodian job developer establish contact with employers, and the regular career center on campus provides listings of jobs for student use and referral. The primary problem faced in placement has been convincing students that they are ready to enter the job market. As mentioned, a contract now explains "What We Expect From You" to the student. It is expected to alleviate some student reluctance to enter the job market. Follow-up occurs three months after placement for information-gathering purposes.

Additional Support Services

Personal counseling for IRAP students is available through referral to the Asian Pacific Family Outreach. This group also provides emergency transportation, if necessary. The college campus has a day care center for students with children. And IRAP funds buy a small amount of educational supplies for students who need them.

ADMINISTRATIVE SUPPORT SERVICES

IRAP funds provide for staff development. Teachers attend in-service conferences that cover a range of subjects related to English and vocational services for Indochinese students.

The Assistant Director has primary responsibility for curriculum development though material developed elsewhere also is used (notably the ICB-VESL curricular materials from Chinatown Resources and job-specific ESL material from the nearby Valley Vocational School). The IRAP staff works closely with vocational instructors on campus to develop usable curricula and to obtain feedback on problems as they arise.

Planning is accomplished through an "interagency pooling of resources": the various IRAP-funded local agencies submit interlocking proposals. Thus the LBCC program necessarily coordinates its services with those of other agencies that serve Indochinese refugees.

A representative of the California Department of Social Services, which administers IRAP money, has evaluated the Long Beach program. This consisted primarily of a lengthy interview with the Director and classroom visits. Since relatively few students to date have completed language and job training, cost-effectiveness indicators such as placement rates are not available. Within the classes, occupational and language competencies are measured by various in-house and purchased tests.

VOCATIONAL SUPPORT CENTER
WESTMINSTER HIGH SCHOOL, WESTMINSTER

GENERAL PROGRAM INFORMATION

The Vocational Support Center on the Westminster High School campus is located at 14325 Golden West Avenue, Westminster, 92683. It is funded under the Elementary and Secondary Education Act, Title IV-C ("innovative programs") to provide support for limited-English proficient high school students enrolled or planning to enroll in vocational classes. The project began in September 1980 and was designed and implemented entirely by Westminster High School staff.

During the 1980–81 academic year the center has operated three class sections. Two sections provide pre-vocational instruction to persons who will enroll in vocational classes during subsequent semesters. One section teaches job-specific English to persons concurrently enrolled in vocational classes within the regular high school curriculum. The Center teaches job-specific English, general prevocational job-search skills, and offers remedial math for those who need it. Students generally attend for one period out of their six-period school day. Sixty students presently attend the Center during each semester. The program is designed for open-entry, open-exit so that students may stay longer than a semester if they need to. The Program Manager hopes to serve 150 students per semester next year.

Presently most students at the Center are Indochinese, although a few Hispanics attend also. Most are males, but future recruitment will attempt to enroll more females. Very few students are completely non-English proficient. About sixty percent are at beginning English levels and the remainder are intermediate in ability. The majority of students come from refugee families who have recently arrived in the U.S., and their economic status is quite low.

ENGLISH LANGUAGE INSTRUCTION

The Center's language teacher, who is bilingual Spanish-speaking, provides job-specific and pre-vocational English as well as job-related survival English, such as language related to safety. Most students also attend regular ESL classes elsewhere on campus. About three-fourths of language instruction emphasizes speaking and listening skills, using a variety of instructional approaches.

The teacher speaks English in class since students are from many linguistic backgrounds. There are Spanish and Vietnamese materials in use. Next year, the Program Manager hopes to hire a bilingual Vietnamese instructor.

Center staff developed the job-specific curricular materials by discussing the language skill needs for specific occupations with vocational teachers on campus. Teaching approaches include conceptual explanation and drills as well as extensive use of visual aids, games, some role playing, and some programmed learning packages (such as the

Language Master). The language teacher developed his own assessment battery to measure student progress. He tests for various performance competencies, including a minimum vocabulary necessary for the vocational classes.

Staff at the center did not originally anticipate the low levels of English ability among program participants. Consequently, they have revised the content to a simpler level. Staff also found that many students were not enrolling in vocational classes because of their language deficiency. Now, two of the three Vocational Center sections are pre-vocational and students will enroll in vocational classes next semester. English instructions on safety are emphasized, so that these students will not be dropped as soon as they start their vocational training. The students also explore career choices so that they will have an adequate understanding of what they can do with their vocational training. The remaining class section, which teaches job-specific English, runs concurrently with the vocational classes. The ESL teacher pre-teaches language the students will need in their vocational classes, using vocational materials and feedback from vocational instructors to determine the necessary language skills.

VOCATIONAL INSTRUCTION

The Vocational Support Center does not provide vocational training. Rather, it prepares limited-English students for the high school vocational classes. As mentioned, the Center's courses were developed with feedback from the vocational teachers, so that students' entry and progress in those classes will be as smooth as possible.

SUPPORT SERVICES

Recruitment and Outreach

Recruitment of students for the Center is handled primarily through primary-language flyers and word-of-mouth within the high school. Vocational teachers also refer some students to the program. Referral from the regular ESL classes on campus has been limited because the ESL teachers were not aware of the possibilities for vocational education. The Center staff plans to in-service these teachers to encourage referral.

Selection and Initial Assessment

There are no minimum levels of basic education or occupational skill required for enrollment in the Center. A beginning (ESL-1) level of English ability is required, however. This is measured by a language assessment battery referenced to the California Test of Basic Skills (CTBS). The teacher also administers the PRAISE diagnostic test for math to determine if a student needs remedial math. In addition, pre-vocational students take a bilingual career survey (the English/Spanish Job Op battery adapted to Vietnamese) to help them plan their training.

Remedial Education

The Support Center design includes remedial math instruction for those students who need it. So far, however, very few students have required this. The math program is completely individualized, designed for use as the need arises. The material was purchased and is bilingual English-Spanish with supplementary sheets in Vietnamese.

Cultural Orientation

The Center provides cultural orientation as an ongoing part of the program. Many Indochinese students have values about time, career choices, hygiene, and social mobility that contrast with U.S. values. Staff members try to explain these differences to their students, stressing what will be expected by employers at interviews and on the job. Explanation is usually in English, although a Hmong aide helps students with that background, and the teachers allow students to explain ideas to each other. The range of cultural topics has been expanded since the Center began; the teachers believe that a wide range of cultural values must be discussed in order to lessen their interference with vocational training and employment.

Job Counseling

The Center staff provides job counseling throughout the students' attendance. Emphasis is on career counseling and job-search techniques. The teacher usually speaks English, working with groups or individuals, and may use audio-visual materials or take the class on field trips to job sites. A work experience coordinator on campus also provides expertise and staff back-up to the Center.

ADMINISTRATIVE SUPPORT SERVICES

In-servicing for staff at the Center is provided by consultants hired with AB 551 funds. The ESEA Title IV money also allows travel so that staff can attend association meetings, workshops on particular topics, and visit other VESL classes.

The ESL teacher for the Center developed the VESL curriculum, basing language skills analysis on occupational classroom observation and discussion with vocational teachers. Mornings are still spent developing and revising material for the classroom. The Program Manager is still looking for more job-specific VESL curricula, and a parents' advisory committee is being formed that may further program development and modifications.

The Center's funding allows for a consultant to evaluate the program. This person visits classrooms, helps develop testing instruments, and analyzes data collected by staff. These include results of criterion-referenced pre- and post-tests, and the California Test of Basic Skills, as required by the funding sources. Since the Center exists to support the vocational classes, the drop-out rate from those classes will be charted.

COMPREHENSIVE ENGLISH AS A SECOND LANGUAGE PLAN, ABE/ESL PROGRAM, SAN DIEGO COMMUNITY COLLEGE DISTRICT, SAN DIEGO

GENERAL PROGRAM INFORMATION

A comprehensive plan for English as a Second Language (ESL) for specific purposes was incorporated into the Adult Basic Education/ESL Program in Adult and Continuing Education, San Diego Community College District, in July 1980. The ABE/ESL program, with headquarters at 5350 University Avenue, San Diego 92105, operates approximately 200 classes at seven major adult centers and numerous off-campus sites. The program has an enrollment of over 7,000 per year. The primary funding sources, in addition to State apportionment, are the Adult Education Act, Section 306, and a one-year grant under Section 317, Emergency Adult Education Program for Indochinese Refugees.

Adult students between the ages of eighteen and seventy, representing sixty-five different countries, enroll in open-entry, open-exit classes. About half of the current students come from the Indochinese countries of Vietnam, Laos, and Cambodia, while a third come from Mexico. The length of time in the program depends on each student's needs, interests, and goals as well as on his or her educational background, motivation, and the number of hours in class per week. The typical class schedule varies from three to six hours per day, five days per week. Most students are unemployed or under-employed, below poverty level, and do not have occupational skills that transfer to the primary labor market in this country. Many are illiterate in their primary language as well as in English.

ENGLISH LANGUAGE INSTRUCTION

The ABE/ESL program promotes the self-sufficiency of students. Instruction is designed to help students function effectively in an American urban environment, to succeed in vocational training and employment, or to continue with high school or university education, if desired.

Students are placed in ESL classes according to their English proficiency as well as their educational background, needs, and goals. Upon completion of the background assessment, conducted by trained bilingual instructional aides, students enter Basic Beginning, General/Survival, Pre-vocational, Vocational, or Academic ESL. The Pre-vocational/Vocational option has by far the largest number of students.

Each educational option has different levels of instruction. In addition, students may enroll in different options at different times of the day, such as Pre-vocational ESL in the morning and General/Survival ESL in the afternoon.

The goal of Pre-vocational English as a Second Language is to prepare adults for employment by teaching listening, speaking, reading, and writing skills directly related to the world of work. The courses emphasize language skills needed for vocational skills training and language necessary to obtain or retain a job.

The Pre-vocational ESL class incorporates an evaluation of the student's occupational history, abilities, interests, and goals. The current job market as well as current skills and previous training are assessed in order to guide the student into vocation-specific ESL, occupational training, or employment.

Vocational ESL provides language instruction directly related to a specific occupation as well as advanced pre-vocational ESL language development. Enrollment may be prior to or concurrent with vocational training. Observation of vocational classes, consultation with vocational instructors, interviews with potential employers and study of specific vocational texts, manuals, and forms help determine language requirements of particular occupational areas.

English-speaking instructors assisted by bilingual aides deliver most instruction. The students' primary language is used to orient students to the school or classroom and to explain concepts, procedures, and cultural values. English, however, is the medium of instruction for language learning.

Pre-vocational and Vocational ESL are learner-centered and are as functional as possible. Activities give participants ample opportunity to practice using English in a variety of ways. All instruction attempts to provide students with the English needed for the specific purpose of getting a job.

Speaking and listening skills receive the greatest emphasis since they are the key to success on the job. Audio-lingual drills, dialogues, role playing, paired activities, and pronunciation exercises make up an eclectic instructional approach. The ability to give, respond to, and clarify oral and written instructions is strengthened through activities which require listening, repeating, seeing, touching, and doing (physically reacting). The program encourages use of audio-visual support materials such as filmstrips, pictures, and games.

Difficulties in providing language instruction include a lack of pre-vocational and vocational materials appropriate for LEP adults, limited information about the language needs in most entry-level occupations, finding convenient locations for occupation-specific classes, and over-crowded classes at the basic levels of instruction. In addition, staff members seek better coordination between Pre-vocational and Vocational ESL classes and vocational training. Teachers who are developing curriculum do communicate with the vocational teachers, but a more systematic approach is needed. Waiting lists for vocational classes and the high language proficiency required in some training courses are also problem areas which have yet to be resolved.

SUPPORT SERVICES

Recruitment/Outreach

The San Diego County Department of Social Services, the California Employment Development Department, the Metropolitan Area Advisory Council, private agencies providing social services, and various voluntary agencies refer to the ABE/ESL program. Newspapers, radio programs, public announcements, mailings of class schedules, and speakers at PTA, church, and agency meetings both in English and in the students' primary languages also function as recruitment resources.

Selection and Assessment

Students who finish Basic Beginning ESL complete a questionnaire (which has been translated into eleven languages) to determine which ESL option they will enter: General/Survival, Academic, or Pre-vocational. Bilingual aides help administer the questionnaire and discuss the available options with students. Assessment of English proficiency is accomplished through several devices. At the basic level of instruction, the English for Adult Competency picture test, pre- and post-tests for each unit of instruction, and teacher judgment are the major devices. As language proficiency increases, teachers use more sophisticated devices that require advanced reading and writing skills. These include the English Language Skills Assessment, the Michigan Test of Aural Comprehension, and the Bilingual Vocational Oral Proficiency Test.

Basic Education

Basic education classes, including those for LEP persons, exist at major sites throughout the community college district either in regular classrooms or at learning centers. Individualized instruction is provided to students based on an assessment of their needs, abilities, and goals. LEP students often enroll in these classes to supplement their ESL instruction. The basic education program teaches reading and mathematics skills necessary for particular vocational classes or job situations. Tailoring the instructional materials to individual students has greatly improved the retention rate in these courses.

Cultural Orientation

Pre-vocational and vocational English classes use problem-solving exercises to help students clarify work-related attitudes, employment values, forms of address, and nonverbal communication in the U.S. Students interpret facial expression, eye contact, body gestures, and conventions of personal space. They receive explanation about role relationships between supervisor and co-worker, and on U.S. values about punctuality, dependability, grooming, self-confidence, and initiative.

Job Counseling

Counselors are available morning, afternoon, and evening hours at each major adult center location. Counselors visit off-site locations to help students plan their educational programs, to answer questions, and to discuss district resources. They frequently refer to the Career Guidance Center, Skills Center, ROP classes, and other training programs. These programs assist students in career planning and skills training, and in finding employment.

A full-time teacher on special assignment under the Emergency Adult Education Program for Indochinese Refugees works directly with students and teachers in the Pre-vocational and Vocational ESL classes. She assists in the areas of career awareness, local job market needs, transferability of skills, job search, and referral to vocational classes.

The small number of counselors in relation to the large number of students creates problems. As a result ESL teachers are being trained to perform many of the pre-vocational counseling tasks. The ESL staff is also working closely with counselors (who usually speak English only) to increase their awareness of the LEP population and its needs.

Placement and Follow-up

Placement services are job identification and development, job referral and follow-up. The placement personnel are predominantly monolingual English-speaking. Staff develop jobs through printed announcements and personal contact with employers.

Follow-up takes place primarily as an information-gathering function, although the program is beginning to place more emphasis on counseling and problem-solving.

Additional Support Services

Adult centers do not have their own health services. However, staff members work closely with the County Department of Public Health, Indochinese Service Center, and other health-related public agencies to provide health information to students and to refer students to other organizations when necessary.

ADMINISTRATIVE SUPPORT SERVICES

A comprehensive staff development program is coordinated by the District ABE/ESL staff. In the Fall, each staff member completes a questionnaire about staff development needs. This information is used to plan workshops and seminars for the remainder of the year. There is at least one staff development opportunity offered each month. Topics include competency-based ESL instruction, lesson planning and time management, activities for pre-vocational ESL, and the use of audio-visual materials for instruction and communication skill activities. The monthly ABE/ESL newsletter, **Dialogue,** provides information about these workshops and professional conferences as well as about new curriculum materials and other pertinent information for teachers. Mini-grants available through the California Department of Education-funded ESL/VESL Staff Development Projects provide valuable support funds for staff development.

Special staff development workshops are conducted for teachers working with students from a variety of cultures. Workshop coordinators demonstrate cross-cultural awareness activities. Teachers in the pre-vocational segment receive special emphasis on the impact of cultural differences on job search or employment. Resource materials that address major LEP cultures are available.

District staff develop curriculum for Vocational ESL through task analysis and on-site observation. The program also uses commercially-developed materials as well as those developed under federal and State grants to other districts.

Total program planning involves the use of needs assessment questionnaires and teacher surveys. An advisory committee with representatives from various community-based organizations assists in the planning process.

Program evaluation is done at several levels. The U.S. Department of Education regularly monitors the Section 317 grant programs and the California Department of Education monitors the Section 306 grant program to evaluate enrollments, completions, placements, and to chart the achievement of project objectives.

ESL/PLACEMENT PROGRAM
EDUCATIONAL CULTURAL COMPLEX, SAN DIEGO

GENERAL PROGRAM INFORMATION

The English as a Second Language/Placement program, located at the Educational Cultural Complex (ECC) at 4343 Ocean View Boulevard, San Diego, 92113, has been operating since October 1976. The program is funded through the Regional Employment and Training Consortium (RETC) which administers all CETA funds for the City and County of San Diego. The ECC is part of the San Diego Community College District, offering college, adult, and vocational classes.

The program prepares students for job placement through intensive ESL (both general and job-specific), job counseling and job-search assistance. This open-entry, open-exit program lasts twelve to sixteen weeks, depending on the student's language needs. Students attend six hours of class per day, five days a week.

The ESL/Placement program serves 140 students per year. This is the present capacity of the program due to limited classroom availability. All students are adults, ranging in age from eighteen to sixty. Men and women attend in equal proportions. The program serves a wide range of language groups. Participants are migrants, refugees, and permanent residents.

At entry, students' English skills range from high-beginning to intermediate. Most entrants have at least an elementary education, with the exception of newly arrived refugees. All are unemployed and economically disadvantaged, but are expected to have some locally marketable occupational skill when entering the program. Students who are learning job skills in vocational classes at ECC, but do not yet possess the necessary English skills for employment, are referred to the County-wide intake agency for special intake. If they meet the acceptance criteria for the program and are CETA-eligible, the students enroll in the ESL/Placement program.

ENGLISH LANGUAGE INSTRUCTION

The English language instruction includes general English, survival English, pre-vocational English, and job-specific English, depending on the student's needs. Comprehensive instructional packages in occupation-specific VESL are available for welding and electronics assembly. These classes teach persons who already have these skills and need to build necessary English language skills, or persons enrolled or planning to enroll in vocational courses in these subjects. Other materials (not necessarily VESL) are available for students in clerical fields, auto mechanics, or machine shop.

The instruction is provided in-house primarily by monolingual English-speaking teachers with several aides, some of whom are bilingual. The level of instruction varies from beginning to advanced. The job developer-counselor works individually to develop English vocabulary and resumes for students in more specialized fields such as structural engineering, physical therapy, and accounting.

Instruction is in English. The General ESL and pre-vocational ESL materials are all in English and have been developed primarily in-house, although some were purchased or adapted. The job-specific VESL materials in welding and electronics assembly were developed by the program through the cooperation of vocational instructors and ESL curriculum developers under separate funding sources. Language instruction emphasizes speaking and listening. The classes are open-entry, open-exit, and use repetition drills, visual materials, dyads, dialogue and conversation as teaching techniques. Language performance objectives have been established; student progress is measured through teacher-made tests that cover aural comprehension, oral production, and reading.

The main difficulties encountered in language instruction include student inability to significantly improve pronunciation, to comprehend a wide range of voices and rate of speed, and reluctance to risk being "wrong" in attempting communication.

SUPPORT SERVICES

Recruitment and Outreach

Recruitment and intake are handled by the Metropolitan Area Advisory Committee (MAAC), a multi-purpose social service agency which coordinates all referrals for CETA in the City and County of San Diego. Although some special intake occurs for students completing vocational classes on the ECC campus, MAAC is the primary source for referrals to the program.

Selection, Initial Assessment

Applicants for the ESL/Placement program must be CETA-eligible; that is, they must be economically disadvantaged. There are no other selection criteria, nor are there any formal tests. Intake counselors determine the students' language needs through pre-enrollment interviews and refer students to the ESL staff for placement at the appropriate level. Intake counselors have experienced some difficulty in accurately describing the English needs of applicants.

Basic Education

Remedial reading, writing, and GED classes are available for students with good oral English at the Independent Learning Center at ECC. Remedial education classes are provided by monolingual English-speaking staff, with the assistance of bilingual aides. The curricular materials are in English and are a combination of purchased, adapted and developed in-house. Programmed learning and individualized instruction are the major teaching techniques for basic education.

Cultural Orientation

Cultural orientation takes place throughout the entire program. ESL instructors discuss U.S. cultural concepts of punctuality and interpersonal communication, and expectations about job behavior and attitudes. Cultural orientation is provided primarily in English. Instructors use lecture and discussion, videotapes, audio tape cassettes, and adapted texts in their orientation activities.

Job Counseling

Job counseling focuses on job-search-and-readiness skills, emphasizing the employer expectations participants will encounter on the job. It is provided in-house on an individual basis, as each student acquires enough language skills to enter the job-search component of the program. The staff is monolingual English-speaking. Peer support also promotes job search skills: as students return from interviews, they provide feedback on their experience for class discussion.

The primary problems encountered in job counseling include students' lack of acquaintance with the job market, a lack of confidence and related desire for more training, low skill levels, and the nontransferability of skills brought in from another economic situation.

Placement and Follow-up

The ESL/Placement program provides job identification and development, job referral, and follow-up services. The staff is monolingual English-speaking. Staff members generally develop and identify jobs through employer contacts. In addition, agencies such as the California Employment Development Department, the Jewish Family Service, and the Korean Outreach Project help identify jobs.

Follow-up takes place at 30, 60, and 120 days. Done by staff, its primary purpose is to monitor the student's employment experience.

Additional Support Services

Other support services provided in-house include personal counseling and stipends. The stipend received by students is $3.25 per hour. Students are also allowed $1.00 a day for transportation to the program, plus a dependency allowance.

ADMINISTRATIVE SUPPORT SERVICES

The San Diego Community College District provides staff development and curriculum development. Staff development occurs through various meetings and workshops. Curriculum development is done primarily by the ESL Project Director; however, an assortment of specific materials also have been developed by instructors. Up to the 1980–81 academic year there was time and money for curriculum development.

Program planning involves no coordination with other agencies. Planning for the ESL Placement program primarily addresses the RETC request-for-proposal criteria and utilizes successful elements of previous programs. Program evaluation is done by program staff and by the funding agent. They evaluate language competencies, completion and placement levels, and perform fiscal audits.

PARTNERSHIP WITH INDUSTRY PROGRAM FREMONT DISTRICT ADULT SCHOOL, CUPERTINO

GENERAL PROGRAM INFORMATION

The Fremont Union High School District operates the Partnership with Industry program which began in October 1980. The main office is in Cupertino at 10511 South Tantau Avenue, 95014. The program is funded by Adult Education Section 310 and general apportionment monies. Next year, additional funds will come from the Packard Foundation and from the Community Foundation of Santa Clara. The project provides English skills to students who already possess jobs, and helps them to perform their jobs more efficiently and to advance in their field. To do this, teachers from the school district travel to participating electronics firms to teach LEP employees general and vocational English.

The project offers classes in eight-week cycles. Classes are typically for two hours twice a week. Employees generally attend one hour on their own time and one hour on "release time" (the employer pays the normal wage while the student attends class during the work day).

The VESL Project currently serves about 210 students at various companies. By the end of their first year (1981), staff hopes to have completed three eight-week class cycles (630 students). About half of the students are men and half are women. The language and ethnic background of students varies with each firm. So far, VESL instructors have taught refugees, other immigrants, and long-term residents from backgrounds as varied as Indochinese, Hispanic, Filipino, and Portuguese.

Though most students have entry-level jobs, their previous education ranges from none at all to college. Likewise, students' command of English varies widely. The staff tries to accommodate these differences in language ability by providing two or three classes at each company.

ENGLISH LANGUAGE INSTRUCTION

The VESL Project provides English that emphasizes supervisor relations and coworker communication as well as general and survival English. Instructors occasionally teach occupation-specific language, but most classes do not stress this. To a large extent course content depends on the language needs identified by each employer.

Teachers are monolingual English-speaking with the exception of two bilingual Spanish/English teachers. These two teachers occasionally use Spanish at the beginning of a course to help students adjust to the curriculum; otherwise, instructors do not teach in the primary language. On the whole, VESL Project staff take an eclectic approach to language learning, and classes are generally organized along lines that are more notional/functional than structural. Most of this instruction stresses speaking and listening skills, but some companies request substantially more emphasis on reading and writing.

Teaching techniques used in the class include discussion and conversation, dialogues, role playing, use of visual materials, and exercises related to on-the-job tasks, such as filling out forms and reading safety labels. Generally, a student's progress through the course is measured informally, although some pre- and post-tests are used. Students who need extra help learn by individual assignments.

Supervisors fill out an evaluation of each student after completion of the VESL course. Ratings include whether a student has improved "some", "much", or "not at all" in various communication skills, and an assessment of the employee's promotion possibilities within the next six months.

The Cupertino program tries to accommodate the language goals that each firm desires for its employees. A needs assessment helps accomplish this. The project sends a written form that supervisors and personnel officers use to identify the specific language needs that LEP employees will encounter in their particular firm. The diverse needs identified by employers occasionally pose problems for the VESL staff, however. A broad range of English competencies within some companies, for instance, has been at least partially accommodated by creating two or three class levels. Finding appropriate curricula has been another problem. Teachers' salaries do not generally cover curriculum development, so the Project Manager spends a good deal of time adapting material to use in Cupertino.

VOCATIONAL INSTRUCTION

The Partnership with Industry program does not provide vocational skills instruction. All students are full-time electronic employees in one of the many firms in the Cupertino area.

SUPPORT SERVICES

Recruitment and Outreach

Recruitment of prospective students is a two-step process for the VESL Project. First, the Project Manager recruits the companies themselves through referral from other companies, through publications of the American Electronics Association, and with advice from the Project's Advisory Committee. Once a company decides to participate, Project staff contact the supervisors most likely to deal with LEP employees. The Project Manager has discovered that supervisors, rather than personnel officers, prove to be the most effective recruiters once they understand that drops in production (because of employees' class time) are temporary. The companies distribute multilingual flyers to attract students and sometimes add financial incentives for enrollment, such as pay raises, promotions and payment of salary during some of class time.

Selection and Initial Assessment

The program does not require minimum levels of basic education or language proficiency. (All students have occupational skills, since all are full-time employees.) Teachers do administer a test for language ability, however, in order to properly place students. Staff adapted the placement and pre-tests from materials developed at Chinatown Resources Development Center in San Francisco.

Basic Education

The Cupertino VESL program does not offer basic education. On occasion staff have referred students to an adult education tutor on the adult school campus. However, this is limited since a minimum English proficiency is required and since the student being referred must attend classes after work hours.

Cultural Orientation

Cultural orientation occurs throughout the course and relates generally to work situations and expectations. Some students, for example, have remained in the same entry-level job for years. VESL teachers try to explain the U.S. idea of upward mobility and to teach skills such as the reading of school catalogues, so that employees can enroll in advanced courses in their field if they desire.

Cultural orientation takes place through lecture and discussion and some role playing. It is carried out in English, except that the bilingual Spanish/English teachers occasionally provide explanations in Spanish.

Over the course of the program, staff found that supervisors sometimes could benefit from increased awareness about their LEP employees' cultural backgrounds. To this end, the VESL project now provides a supervisors' workshop.

Job Counseling

Job counseling occurs as in-class activity and focuses on job advancement. Instructors teach employees how to use their supervisor as a "job counselor" as well as how to read job listings within the company. Again, this instruction is in English except for the occasional use of Spanish by some teachers. Depending on the firm, staff may teach lessons about "advancing" in their particular field.

Placement

The VESL Project does not place students, since all are currently employed.

Additional Support Services

As mentioned, employers often pay students for half of their class time. Transportation is sometimes difficult, since classes generally extend beyond the work day; some firms organize car pools or locate buses for their participating employees. Day care for children whose parents spend extra time in class is a problem for some trainees, but such services are not currently available through the program.

ADMINISTRATIVE SUPPORT SERVICES

Much staff development occurs in-house. In addition, Adult Education funds (Section 310 mini-grants) provide for regional teachers' workshops in which staff has participated. Staff training has included sessions where teachers can share ideas, curricula, and so on. This provides input for teachers who normally do not see other teachers during the working day.

Much of the curriculum in Cupertino is purchased. The Project Manager adapts this to electronics professions using a detailed needs assessment completed by personnel officers and supervisors in each firm. Teachers also attempt to tailor the material to particular firms, but this is minimal because of limited time. Staff members often use a company's own materials such as safety manuals, time cards, and various forms. Discussion with electronics instructors provides useful input for curriculum development and adaptation. Curriculum development continues to be a task that requires more time than is available.

Planning for the Cupertino program occurs in-house, except for informal advice from "contact people" who have operated job-training programs in the area. An advisory committee of industry representatives also lends advice. The needs assessment previously mentioned provides input from participating companies.

The Project Manager sends a mid-course evaluation form to the appropriate personnel officer. The firm uses this form to rate the project's utility to the firm and to suggest improvements. A post-test measures language competency at the end of the course. To a large degree, the participating firms measure the success of the VESL Project: those that believe the program is useful continue to schedule courses. Often, the companies make that decision by examining the salary increases and promotions of their student-employees.

SERVICES FOR LEP STUDENTS
SALINAS UNION HIGH SCHOOL DISTRICT/MISSION TRAILS ROP, SALINAS

GENERAL PROGRAM INFORMATION

The Salinas Union High School District provides a variety of vocational education-related services to limited-English proficient persons. The funding sources for these services are district ADA, ROP funds, and VEA, Subpart 2 funds. The Salinas District, unlike other program agents examined in this text, does not have a special vocational program restricted to LEP persons.

Salinas personnel coordinate the efforts of various units mandated to serve LEP populations: Compensatory, Bilingual and Vocational Education. The purpose is to provide LEP persons with "mainstream" opportunities to acquire entry-level job skills. The at-grade-level LEP student can receive ESL and counseling through Bilingual Education, and occupational assessment and an individual vocational plan through the ROP diagnostic center early in his or her high school career. This can be followed by a regular vocational course at the local high school which is supported by bilingual materials and peer tutors, and finally by a regular career course in an occupational subject with bilingual support at the local ROP.

The high school and ROP courses are available to secondary enrollees; the ROP courses are also available to adults. Students who have limited-English proficiency and who are at or above grade level are eligible to enroll in vocational courses in the high schools or in the ROP.

Students take vocational education classes as electives within the secondary school system. Students who are completely non-Eglish proficient or who are limited-English proficient below grade level face too many Compensatory Education, Bilingual Education, and basic graduation requirements to exercise the option of vocational education electives. Nonetheless, for Compensatory Education students who are LEP, a Singer work-sample career exploration system is available on Spanish-language videotapes. Other LEP students, self-referred or referred by high school career counselors, may take a bilingual battery of diagnostic tests at the ROP, including VALPAR work samples. These systems both can provide, in the primary language, valuable career awareness and exploration and occupational skills assessment.

ENGLISH LANGUAGE INSTRUCTION

English as a Second Language courses are available through the Bilingual Education Services unit. ESL classes for secondary students focus on general English and survival English. Instructional personnel are bilingual; about ten percent of instruction is in the primary language, which helps to clarify concepts. The curricular materials, in English, are purchased or developed in-house. A new set of English curricula is being developed, and will be implemented in the current academic year.

The program provides language instruction at beginning, intermediate, and advanced levels. The beginning classes focus on oral skills; approximately ninety percent of class time is spent on speaking and listening skills. Intermediate classes spend sixty percent of the time on speaking and listening, and advanced classes emphasize reading and writing (sixty percent of class time).

Adults in the ROP attend ESL classes conducted by the district Adult Education unit. These classes provide a more pre-vocational ESL orientation.

VOCATIONAL INSTRUCTION

Vocational education courses are available to students in both the district high schools and in the multi-district ROP. Students may enter high school vocational education classes early in their secondary years, and then transfer to ROP vocational courses during junior and senior years to acquire job-market entry-level skills.

A pilot project begun this year at Alisal High School provides an opportunity in vocational education for LEP students. Two basic vocational courses, Small Engine Mechanics and General Crafts, use videotapes recorded in Spanish to provide step-by-step instructions to complete the various tasks included in the regular class curriculum. The teacher is monolingual English-speaking, and the curriculum is in English. A peer tutor provides bilingual support to the LEP students in the class, translating teacher instructions that supplement the Spanish explanations on tape.

The ROP in Salinas offers several vocational courses taught by bilingual instructors. In addition, several bilingual aides support LEP students. Both curricular materials and instruction are in English. Thus, these are "mainstream" vocational situations in which limited-English proficient students receive extra support from bilingual personnel.

SUPPORT SERVICES

The diagnostic center at the ROP, which is staffed with bilingual personnel, provides a broad cross-section of assessment information to LEP students. This helps students choose a career and tries to prevent early drop-out from school. The assessment center also provides remedial education to improve basic skills deficiencies.

Job counseling and placement are the responsibilities of both teachers and support staff.

PLANNED ACTIVITIES

During fiscal year 1981–82, four more courses videotaped in Spanish will complement high school vocational classes. Two additional bilingual aides will join the ROP staff. And diagnostic activities at the ROP will be available to all disadvantaged and LEP students.

For more information on the services described here, contact: Mission Trails ROP, 867 East Laurel, Salinas, CA 93905.

APPENDIX B

SOURCES OF FUNDING

The following tables correspond to the explanation and analysis in Part V. Footnotes (a) through (k) are listed after the last table. Addresses for funding agencies follow the footnotes.

	Funding Source					Funding Method	
	Legislative Bill/Name and Number	Title/Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Competitive bid	Allocation
1	Vocational Education Act (VEA) PL 94-482	Part B Subpart 3, Section 184	Bilingual Vocational Training	13.558	U.S. Department of Education, Office of Bilingual Education and Minority Language Affairs (OBEMLA)	X	
2	VEA PL 94-482	Title I, Part B, Subpart 3, Section 186	Bilingual Vocational Instructor Training	13.586	U.S. Department of Education, OBEMLA	X	
3	VEA PL 94-482	Title I, Part B, Subpart 3, Section 188	Bilingual Vocational Instructional Materials, Methods, Techniques	13.587	U.S. Department of Education, OBEMLA	X	
4	VEA PL 94-482	Title I, Part A, Section 103	Vocational Education Contract Program for Indian Tribes and Organizations	13.588	U.S. Department of Education, OBEMLA	X	
5	VEA PL 94-482	Title I, Part B, Subpart 2, Section 171	Vocational Education Program Improvement Projects	13.498	U.S. Department of Education, OBEMLA	X	
6	VEA PL 94-482	Title II of Amendments Part A Subpart 2	Vocational Education Basic Grants to states, includes disadvantaged setasides (LES/NES)	13.493	State Department of Education, Vocational Education Unit (SDE); California Community Colleges (CCC); Federal Source—Department of Education		X

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
	X	X	X	X	X	X	X					X	X	X	X	X	X				
	X	X	X	X	X	X	X											X			
	X	X	X	X	X	X	X					X						X		X	
							X			X			X	X	X	X					
X	X	X	X	X	X	X	X					X							X	X	
	X	X	X	X									X	X	X	X					

	Funding Source					Funding Method	
	Legislative Bill/Name and Number	Title/Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Competitive bid	Allocation
7	VEA PL 94-482	Title II, Part A, Subpart 3	Vocational Education Program Improvement and Supportive Services	13.495	SDE, CCC,	X	
					Federal source—Dept. of Education		X
8	VEA PL 94-482	Title II, Part A, Subpart 4	Vocational Education Special Needs	13.499	SDE, CCC, US Dept. of Education		X
9	VEA PL 94-482	Title II, Part A, Subpart 5	Vocational Education Consumer Homemaking	13.494	SDE, CCC,	X[c]	
					Federal source—Dept. of Education		X
10	Comprehensive Employment and Training Act (CETA) PL 95-524	Title III, Part C, Title IV, Social Security Act	Employment Training Research and Development Program	17.233	U.S. Department of Labor, Employment and Training Administration, Region 9, San Francisco	X	
11	CETA PL 95-524	Title I, II, 204(c)1 IV, VI, VII,	Comprehensive Employment and Training Progress	17.232	Local Prime Sponsors Federal source—USDOL		X

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded											
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
												X						X	X	X	
	X	X	X[a]	X	X	X	X					X		X		X		X	X	X	X
	X	X	X[b]	X								X	X	X	X	X		X	X	X	X
	X	X		X								X	X	X	X	X		X	X	X	X
				X	X	X	X					X									
							X				X[d]	X	X	X	X	X	X	X	X	X	X

	Funding Source						
	Legislative Bill/Name and Number	Title/ Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Funding Method	
						Competitive bid	Allocation
12	CETA PL 95-524	Title II, Section 204(c)(2)	Coordination and Linkages	17.232	State Department of Education, Vocational Education Unit, Manpower Education Section. Federal source—Dept. of Education	X	
13	CETA PL 95-524	Title III, Section 303, Title IV	Migrant and Seasonal Workers	17.230	U.S. Department of Labor (USDOL), Employment and Training Administration, San Francisco	X	X
14	CETA PL 95-524	Title III	Employment and Training, Indian and Native Americans	17.234	USDOL, Division of Indian and Native American Programs, 450 Golden Gate, San Francisco		X
15	CETA PL 95-524	Title III, Section 301, 304-6, 308, Part A	Special programs and activities for the disadvantaged	17.243	Office of National Programs, Employment and Training Admin., USDOL	X	
16	CETA PL 95-524	Title IV B	Job Corps	17.211	USDOL, Job Corps, Employment and Training Administration		X
17	CETA PL 95-524	Title II	Governor's Coordination & Special Services		State CETA Office	X	

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
	X	X	X	X	X	X	X	X				X	X	X	X	X		X	X		
							X				5-17[e]		X	X	X	X	X				
							X			X			X	X	X	X	X				
X	X	X	X	X	X	X	X	X					X	X	X	X	X			X	X
				X	X	X					16-21		X	X	X	X					
X	X	X		X	X	X	X	X				X		X	X	X		X	X	X	X

	Funding Source						
	Legislative Bill/Name and Number	Title/ Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Funding Method	
						Competitive bid	Allocation
18	CETA PL 95-524	Title II	Governor's Coordination & Linkages		State CETA Office	X	
19	Elementary and Secondary Education Act (ESEA) PL 89-10 amended by PL 95-561	Title VII of ESEA Act	Bilingual Education	13.403	U.S. Department of Education, OBEMLA		X[g]
						X[g]	
20	ESEA, PL 89-10, PL 89-750 as amended by PL 95-561	Section 116	Educationally deprived children—migrants	13.429	State Department of Education, Migrant Education Federal source—Dept. of Education		X
21	ESEA PL 89-10 as amended PL 95-561	Title I, Part A, Subpart 1, Subpart 2	Educationally deprived children—Local Education Agencies (LEAs) (compensatory education)	13.428	State Department of Education, Compensatory Education, Federal source—Dept. of Educ.		X

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
	X	X		X	X	X	X	X				X	X	X	X	X		X	X	X	X
X	X	X	X	X	X	X	X	X			3-18			X	X	X		X	X	X	X
X	X							X					X	X	X	X		X	X	X	X
X	X												X		X	X					

	Funding Source						
	Legislative Bill/Name and Number	Title/ Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Funding Method	
						Competitive bid	Allocation
22	ESEA PL 95-561	Title IV C	Improvement in Local Educational Practice	13.571	State Department of Education, Bilingual/Bicultural Support Services, Federal source— Department of Education		X
23	ESEA PL 95-561	Title III, Part E, Section 33, Educ. Amendments 1978	Consumer Education	13.564	U.S. Department of Education, Office of Consumer Education, Bureau of School Improvement	X	
24	ESEA, Education Amendments, 1978 PL 95-561	Title II	Basic Skills Improvement	13.599	U.S. Department of Education, Basic Skills Office	X	X
25	Adult Education Act (AEA) PL 91-230	Section 306	Adult Education State-Administered Program	13.400	SDE, Adult Education Unit. Federal Source—Dept. of Education		X
26	AEA PL 91-230	Section 310	Experimental Demonstration and Teacher Training		State Department of Education, Adult Education Field Services Section. Federal source— Department of Education	X	

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
X	X										K-12[h]	X	X	X	X	X		X	X	X	X
	X	X				X	X					X		X				X		X	X
X	X	X	X	X	X	X	X					X			X			X			X
		X		X								X	X	X	X	X		X			X
		X	X	X	X	X	X	X				X	X	X	X	X		X	X	X	X

	Funding Source						
						Funding Method	
	Legislative Bill/Name and Number	Title/ Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Competitive bid	Allocation
27	AEA PL 91-230	Title III Section 317	Emergency Adult Education Program for Indochinese Refugees	13.579	U.S. Department of Education, Office of Vocational and Adult Education, Division of Learning, National Adult Education Program	X	
28	AEA PL 91-230	Title III Section 318	Adult Education Program for Adult Immigrants	13.692	U.S. Department of Education, Office of Vocational and Adult Education, Division of Learning, National Adult Education Program	X	
29	Refugee Assistance Act PL 96-212		Refugee Assistance State-Administered Programs	13.813	Department of Social Services, Office of Refugee Services; U.S. Department of Health and Human Services (USDHHS)	X	
30	Migrant and Refugee Assistance Act 1967 PL 87-510		Refugee Assistance Voluntary Agency Program	13.815	Office of Refugee Resettlement, Office of Secretary, USDHHS	X	
31	Indian Education Act (IEA) PL 92-318	Title IV, Part A	Indian Education Grants to LEAs	13.534	U.S. Department of Education, Office of Indian Education		X

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
		X		X	X		X		X				X	X	X	X					
		X		X	X		X		X				X	X	X	X					
	X	X		X		X	X		X		16+		X	X	X	X		X			
							X		X				X	X	X	X					
X	X									X		X		X	X	X					X

	Funding Source						
	Legislative Bill/Name and Number	Title/Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Funding Method	
						Competitive bid	Allocation
32	IEA PL 92-318	Title IV	Indian Education Special Programs and Projects	13.535	U.S. Department of Education, Office of Indian Education	X	
33	IEA PL 92-318	Title IV, Part A Setaside	Indian Education, Adult Indian Education	13.536	U.S. Department of Education, Office of Indian Education	X	
34	IEA PL 92-318	Title IV, Part A Setaside	Indian Education Grants to Non-LEAs	13.551	U.S. Department of Education, Office of Indian Education	X	
35	Johnson O'Malley Act 4/64		Indian Education Assistance to Schools	15.130	Bureau of Indian Affairs, Department of Interior, Office of Indian Education Programs	X	
36	Higher Education Act of 1965 PL 92-318	Title IV as amended by Section 131 (b) of Title I and Sec. 124 (b), Title I, PL 94-482	Special Services for Disadvantaged Students	13.482	U.S. Department of Education, Bureau of Higher and Continued Education	X	

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
X	X					X	X			X		X			X	X		X			X
		X		X			X			X		X			X						X
X	X									X		X			X	X					X
X	X					X	X			X				X	X	X					
				X		X								X	X	X					

	Funding Source					Funding Method	
	Legislative Bill/Name and Number	Title/Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Competitive bid	Allocation
37	General Education Provisions Act as amended by Education Amendment of 1977 and Higher Education Amendments, 1979 PL 92-318 PL 94-482 PL 93-380 PL 95-561 PL 96-49	Section 405	Education Research and Development	13.950	National Institute of Education, U.S. Department of Education	X	
38	SB 164 AB 1031		Extended Opportunity Programs and Services		Chancellor's Office, CCC	X	X
39	AB 1398 CETA	 Title IV	State Youth Employment Program (Lockyer)		EDD, State Youth Employment Program, USDOL	X	
40	CWETA SB 132		California Worksite Education and Training Act		EDD, CWETA Office	X	

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded									
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
	X	X	X	X	X	X	X					X							X		
				X								X	X	X	X	X	X	X	X	X	X
	X	X	X	X	X	X	X[j]				16-21[k]	X	X	X	X	X	X	X	X	X	X
	X	X	X	X	X	X	X					X	X	X		X	X			X	X

	Funding Source						
	Legislative Bill/Name and Number	Title/ Section	Program Name	Catalog of Federal Domestic Assistance Reference #	Funding Agency	Funding Method	
						Competitive bid	Allocation
41	AB 65		School Improvement Program		State Department of Education Consolidated Application Unit		X
42	AB 65		Economic Impact Aid		State Department of Education Consolidated Application Unit		X

Local Delivery Agency Responsible or Eligible									Population Eligibility Restriction			Activities Funded										
Elementary Schools	Secondary Schools	Secondary Adult Schools	ROP/Cs	Community Colleges	Private Postsecondary	Universities	Prime Sponsors/CBOs	Migrant Services	Refugees Only	American Indians Only	Specific Age-limited	Demonstration Projects	Vocational Instruction	English as Second Language/ Vocational English as Second Language	Basic Remedial/Survival or Continuing Education	Support Services (assessment, placement, counseling)	Student's Stipends	Staff Development	Curriculum Development	Research/Evaluation	Planning/Coordination
X	X											X[1]									
X	X														X	X		X			X

SOURCES OF FUNDING—FOOTNOTES

a. ROP/Cs receive portion of district allocation based on availability of funds after allocation to districts is made.

b. ROP/Cs receive portion of district allocation based on availability of funds after allocation to districts is made.

c. Competitive grant monies used to address statewide needs.

d. Special age limits on Title IV: 16–19 for Youth Community Conservation Improvement Projects (YCCIP); 14–21 for Youth Employment and Training Programs (YETP) and Summer Youth Employment Programs (SYEP).

e. Age limit extended to 21 for non-high school graduates.

f. Programs must be coordinated with local CETA Prime Sponsor activities.

g. In order to be eligible, non-LEAs must implement activities in conjunction with LEAs.

h. Within Special Education programs, monies can be used for pre-school or 18–21 age groups.

i. Primary focus on non-full time students in 16+ age group can be provided to other age groups.

j. CBOs, to be eligible for funds, must coordinate activities with public or State agency.

k. Major focus on 16–21 age group. Some services can be provided to 14–15 age group under special restrictions.

l. Any activity determined by local school site council to be appropriate in keeping with their plan.

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Bureau of Indian Affairs
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Washington, DC 20240

California State CETA Office
State Youth Employment Program
800 Capitol Mall, MIC 77
Sacramento, CA 95814

California Department of Education
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721 Capitol Mall
Sacramento, CA 95814

Chancellor's Office (all units)
California Community Colleges
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National Institute of Education
U.S. Department of Education
1200 19th Street, N.W.
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Office of Refugee Affairs
Department of Health and Human
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Room 1229, Switzer Building
330 C Street, S.W.
Washington, DC 20201

U.S. Department of Education
Bureau of Higher and Continued
Education, Division of Student
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400 Maryland Avenue, S.W.
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U.S. Department of Education
Office of Bilingual Education and
Minority Language Affairs
Washington, DC 20202

U.S. Department of Education
Office of Consumer Education
Bureau of School Improvement
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U.S. Department of Labor
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GLOSSARY OF ACRONYMNS

ABE—	Adult Basic Education
ADA—	Average Daily Attendance
AFDC—	Aid to Families with Dependent Children
A/V—	Audio-visual
CACVE—	California Advisory Council on Vocational Education
CBO—	Community-based Organization
CESS—	Children's English and Services Study
CET—	Center for Employment and Training
CETA—	Comprehensive Employment and Training Act
CPS—	Current Population Survey
CRDC—	Chinatown Resources Development Center
DSS—	(California) Department of Social Services
ECC—	Educational Cultural Complex
EDD—	(California) Employment Development Department
ELB—	English-language Background
EOPS—	Extended Opportunity Programs and Services
ERIC—	Educational Resources Information Center
ESEA—	Elementary and Secondary Education Act
ESL—	English as a Second Language
GED—	General Equivalency Diploma
GESL—	General English-as-a-Second-Language
ICB-VESL—	Integrated, Competency-based, Bilingual—Vocational English-as-a-Second-Language
INS—	Immigration and Naturalization Service
IRAP—	Indochinese Refugee Assistance Program
LBCC—	Long Beach Community College
LEA—	Local Education Agency
LEP—	Limited-English Proficient
LES—	Limited-English Speaking
NCES—	National Center for Education Statistics
NELB—	Non-English Language Background
NEP—	Non-English Proficient
NES—	Non-English Speaking
NIE—	National Institute of Education
OJT—	On-the-job-training
PIC—	Private Industry Council
PLESA—	Persons of Limited-English-Speaking Ability
R & D—	Research and Development
RETC—	Regional Employment and Training Consortium
ROP/C—	Regional Occupational Programs and Centers
SDE—	(California) State Department of Education
SDF—	(California) State Department of Finance
SFCCD—	San Francisco Community College District
SIE—	Survey of Income and Education
VALE—	Vocational Assistance in Language and Electronics
VEA—	Vocational Education Act
VESL—	Vocational English-as-a-Second-Language
VOICE—	Vocational and Occupational Information Center for Educators
VOLAG—	Voluntary Agency

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